

AN ANALYSIS OF NATIONAL GOVERNMENTAL EMPHASIS UPON
THE RECRUITMENT AND HIRING OF NEGROES FOR FEDERAL
POSITIONS IN THE FIFTH CIVIL SERVICE REGION

A THESIS

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DEDICATION

To My Husband

Mr. Woodrow Wilson, Jr.

And Mother

Mrs. Gladys Baker Hicks

For Efforts and Encouragement

In Obtaining The Degree

ACKNOWLEDGMENTS

In grateful appreciation to those who have cooperated in the consummation of this study, with special gratitude to Doctor Paul I. Clifford, adviser, and Doctor Oran W. Eagleson, co-adviser.

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CHAPTER I

INTRODUCTION

Rationale.--In the last decade, the requirements of the American Negro for government services have more than doubled. The dominant role of the United States in world affairs, the requirements for national defense, the explosively expanding population, and the dynamic growth of the economy are all major contributing factors in the change.¹

Nearly seven million Americans, exclusive of military personnel, are now working directly for federal, state and local governments. Several million other Americans are employed by private contractors engaged in government-financed activities, constructing roads and public buildings, providing business-type services, conducting scientific research, manufacturing military equipment.²

In the middle and upper levels of the vast government complex are over one-half million professional, technical and administrative officials who manage the affairs of government. Most of them have had college training - all are of "college caliber."³

¹
Jay B. Westcott, Government Careers: Opportunities for College Graduates (Syracuse University Press, 1960), p. 7.

²
Ibid.

³
Ibid.

Each year over 30,000 young college graduates must be recruited for the government professional and managerial force to replace those who are promoted, or who resign, retire or die. In the coming decades the effectiveness of the American government will depend to a large degree on the devotion, skill, and leadership qualities of those men and women. It is, therefore, important to the nation that large numbers of the ablest graduates of our colleges and universities be attracted into the public service.¹

The public service offers interesting and rewarding career opportunities which are generally competitive with those in private business. These government service opportunities should be carefully explored by professionally-minded college students who aspire to a lifetime of important and challenging work.²

This year thousands of young American Negroes will launch careers as civilian employees of the Federal Government. They will take their places among more than two million men and women who provide the many services the American people require of their Government.³

Modern government needs a continuing supply of well-qualified new employees, especially people who are entering the labor market for the first time and give promise of long, fruitful careers in the public

¹
The President's Committee on Government Contracts, Equal Job Opportunity Program (Washington: United States Government Printing Office, March, 1961).

²
Ibid.

³
United States Civil Service Commission, Federal Careers in the Sixties - A Directory for College Students (Washington: United States Government Printing Office, 1960).

service. Despite the fact that one out of nine workers in the United States is employed at some level of government, public service is often overlooked as a career choice. But Government has become so important and offers such varied employment opportunities that it merits serious consideration as a career field.¹

Careers in public service offer satisfactions and rewards found in no other calling, regardless of race. Many people choose careers in Government for the sheer satisfaction of participating in challenging, far-reaching activities of Federal agencies. They draw a feeling of pride from the privilege of serving all of the American people. They enjoy the excitement of being in the midst of vital work, of helping - if only in a small way - to further the progress of a great nation.²

Your Government is the Nation's biggest employer, and one of its finest. Its vast work force staffs some seventy departments and agencies ranging from the Commission of Fine Arts, with three paid employees, to the Department of Defense, with more than a million civilian workers. Federal employees work in thousands of offices, laboratories, and installations throughout the United States, in the territories and possessions, and in most foreign countries. They perform almost every kind of work found in private employment as well as some jobs peculiar to Government.³

1

Ibid.

2

United States Civil Service Commission, Working for the U.S.A., Pamphlet 4 (Washington: United States Printing Office, August, 1960).

3

United States Civil Service Commission, Futures in the Federal Government, Pamphlet 30 (Washington: United States Government Printing Office, October, 1959).

In one way or another, the work of Federal employees touches every American everyday. Government workers print and mint our money, control narcotics, regulate immigration, and collect taxes and duties. They help to conserve and revitalize land that is unproductive, bring electricity into rural homes, enforce Federal laws, and administer social security. They operate the atomic energy program, forecast the weather, and protect national parks and forests. They conduct research in physics, chemistry, electronics, meteorology, geology, metallurgy, and other scientific fields. They control the Nation's airways, standardize weights and measures, handle relations with other countries, develop flood-control measures, and perform hundreds of other services for the American people. Their work has far-reaching effects on the health, welfare, economy and security of the Nation.¹

There are many approaches to the problems and the improvement of the Federal Government Service. The Federal Service can be looked at from the perspective of the civil servant, a point of view which will give emphasis to the values of careers, tenure, advancement, and compensation. It can be viewed from the perspective of the Presidency, and thus stress executive leadership and policy control. It can be seen from the perspective of the Cabinet member or agency head, underscoring the managerial concerns of efficiency, flexibility and performance. It can be seen from the perspective of the Congress, reflecting the values of legislative control over administration and of local and regional interests in the composition and performance of the civil service. It can be viewed from the perspective of the political

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Ibid.

parties, reflecting their concern with the winning of elections and the tenance or capture of the power to direct the government. Or it can be approached from the perspective of the citizen, who must ultimately resolve all these competing values and emphases, blending them into a public policy which will provide a highly qualified, highly motivated, efficient, representative, responsive, and responsible Federal Civil Service, sensitive to the forms, the processes and the values of a democratic society. The writer wishes in this study, to deal with the last perspective whereby it can be approached from the perspective of the citizen. That citizen being the Negro.

Evolution of the Study.---Counseling with young men in one of the Negro colleges in Atlanta, Georgia, has caused the writer to feel very keenly the need for more adequate information concerning Federal careers in the sixties, concerning specifically the United States Civil Service Commission.

This study has been developed in response to an expressed need on the part of college officials and students - the need for more specific information on Federal careers and basic entrance requirements. A working-tool for the counselor, it will enable him to provide general guidance to the college student who may become interested in or who now aspires to a Federal public-service career.

As a result of the increased attention upon the importance of job placements for Negroes in modern life, the writer conducted this study in order to determine the extent to which Federal career opportunities are available for the qualified Negro.

Statement of the Problem.---The problem involved in this study was to ascertain and analyze to what extent Federal career opportunities

are currently available for qualified Negroes, with special emphasis upon the United States Civil Service Commission.

Purpose of the Study.---The major purpose of this research was to comprehensively analyze the opinions held by the United States Civil Service Commission, and the President's Committee on Government Contracts about the availability of jobs to qualified Negroes in Federal careers in the sixties.

More specifically, the purposes of this study were:

1. To ascertain the opinions held by the United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts in terms of -
 - a. How Jobs are Filled
 - b. The Federal Service Entrance Examination
 - c. Student Trainee Programs
 - d. The Career System
 - e. Employment Policies
 - f. The Federal Agencies and their Programs
 - g. Career Recruitment and Development
2. What efforts have been made by the Federal Government to focus attention of appointing officers on the availability of competent Negro applicants, thus, resulting in a wider employment of Negroes.
3. What effort has been made in causing Negroes to become more alert to the growing importance of a well-rounded education as a general job requirement.
4. To isolate and formulate into objective principles the job opportunities implications to be derived from the data for use, at the local level, as bases for long-range planning in vocational counseling.

Limitations of the Study.---This study was concerned with the availability and employment of Negroes in Federal careers with the Civil Service Commission.

It was limited to the Fifth Region office of the Civil Service Commission which is located in the Peachtree-Baker Building, 275 Peachtree Street, N. E., Atlanta 3, Georgia. The area included in the Fifth Region is North Carolina, South Carolina, Georgia, Florida, Tennessee, Alabama, Mississippi, Puerto Rico, and the Virgin Islands.

Information concerning Federal careers available to Negroes in the Civil Service Commission were secured from the United States Department of Labor, the Secretary of Labor, Mr. Arthur J. Goldberg, the Civil Service Department of Georgia, the Southern Field Division of the National Urban League, the President's Committee on Government Contracts, the President's Committee on Equal Employment Opportunity, and the United States Civil Service Commission.

Period of Study.---This research was conducted during the school year 1961-1962. It was concerned with the recruitment and hiring of Negroes for Federal positions.

Method of Research.---The documentary survey method of research was used in this study, utilizing the interview and analysis of official documents in collecting and interpreting the data.

Description of Subjects.---The sample included the United States Department of Labor, the Secretary of Labor, Mr. Arthur J. Goldberg, the Civil Service Department of Georgia, the Southern Field Division of the National Urban League, the President's Committee on Government Contracts, the President's Committee on Equal Employment Opportunity, and the United States Civil Service Commission.

All Governmental agencies and persons connected with the Federal Government were sent letters, asking for information concerning this study. Those persons in the Atlanta area were interviewed personally by the writer.

Contribution to Educational Knowledge.--A study of this kind is valuable in getting a view of the career outlook for Negroes as employees of the Federal Government. Prospects for satisfying, rewarding careers in the Federal Government were never better. Opportunities are as broad as the career service, as varied as anywhere in private employment.¹

Modern government is big, dynamic, and challenging. It is recruiting not just to provide for today's needs - but for the future as well. The young Negro men and women who measure up to the high standards required for entrance, who can grow and develop on the job, may aspire to the highest career assignments in the years ahead.²

It was hoped that this study will be of great value to every Negro student in the colleges and universities of Georgia, and specifically in the Atlanta area.

A look at the record of outstanding people who started at the bottom of the career ladder a few years ago forecasts the future for those who follow after them. Following is a study of 333 former management interns who entered Federal service in a five-year period and remained in the agencies in which they were originally appointed:

¹
Federal Careers in the Sixties, A Directory for College Students
(Washington: United States Government Printing Office, 1960), p. 2.

²
Ibid.

1. Of 37 who had been employed for five years, none was in the same grade or original grade (GS-5) or the next grade higher; 10 had advanced to GS-9; 12 had advanced to GS-11; 12 had advanced to GS-12; and 2 had advanced to GS-13.
2. Of 44 who had been employed 4 years, none was in the original grade; 4 had advanced to GS-7; 14 had advanced to GS-9; 20 had advanced to GS-11; 5 had advanced to GS-12; and 1 had advanced to GS-13.
3. Of 142 who had been employed for 3 years, 9 were in the original grade; 47 had advanced to GS-7; 70 had advanced to GS-9; and 16 had advanced to GS-11.
4. Of 110 who had been employed for 2 years, 13 had not advanced to a higher grade; 55 had advanced to GS-7; 40 had advanced to GS-9; and 2 had advanced to GS-11.¹

Not everyone can expect to rise rapidly and go far. But the opportunities to do so await those who demonstrate that they can handle increasingly responsible assignments in the Federal career service.

Definition of Terms.--For the purpose of this study, the following terms connote the respective meanings indicated:

1. The term, "Federal-Service Entrance Examination," as used in this study will refer to a multi-purpose examination announced annually to fill beginning professional positions in some sixty occupational fields in many Federal agencies throughout the country and overseas.
2. The term, "Civil Service," as used in this study will refer to all branches of service of the government not military.

1

U. S. Civil Service Commission, Federal Careers in the Sixties, A Directory for College Students (Washington: United States Government Printing Office, 1960), p. 2.

3. The term, "Classified Service," as used in this study will refer to all parts of the service within the provisions of the civil service law and rules requiring appointments therein to be made through competitive examination and certification by the Civil Service Commission.
4. The term, "Job Opportunities," as used in this study will refer to the possibility of employment of Negroes.¹

Locale of Study.---This study was conducted in Atlanta, Georgia, during the school year 1961-1962. Persons connected with Federal careers, whether employed or otherwise, was contacted via mail or personally interviewed by the writer.

Procedure.---All Federal Governmental agencies whom the writer wished to use were asked to participate in this study. The following steps characterize the procedure to be followed in this study:

1. Contacted all Federal Governmental agencies to be used in this study asking them to participate.
2. The literature pertinent to this study was reviewed and summarized.
3. Letters were sent to the agencies as designated in the purpose of this study.
4. The data from the letters and personal interviews were assembled into inferences.
5. Conclusions and recommendations were drawn from the data, and is presented in Chapter III of this study.

Survey of Related Literature.---The literature pertinent to this study and reviewed in connection with this study revealed that the

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U. S. Civil Service Commission, Working for the U.S.A., What the Government Expects of Federal Workers (Washington: United States Printing Office, August, 1961), p. 4.

President's Committee on Government Employment Policy announced in October, 1960, the results of a survey in the Atlanta area as one of a series undertaken by the Committee in various cities of the nation. This survey of the employment of Negro-Americans in Atlanta, Georgia, was conducted as of July 31, 1960, and involved twenty-eight Federal agencies and their sub-divisions in the Atlanta metropolitan area. Because the government does not keep employment records on racial identification, the survey had to be conducted by the agencies through a process of counting individual Negroes employed by their respective establishments.¹

The basic fact revealed by the survey was that 2,369 Negroes were employed in Federal positions in the Atlanta area, and that they constituted 14.9 per cent of a total Federal employment reported by the twenty-eight agencies involved. For a clear understanding of the characteristics of this Negroes employment, the following facts are necessary.²

Nearly half, or 49.1 per cent of these Negro workers were employed by the Post Office Department in various capacities, including carriers, clerks, and drivers. Forty-one per cent were employed in Wage-Board or "blue-collar" jobs, which included semi-skilled or skilled persons as well as laborers. Nine and one-half per cent were employed in the General Schedule or "white-collar" positions. (Another small fraction of .4 per cent were reported in positions which are not classified

1

The President's Committee on Government Employment Policy, Characteristics of Negro Employment in Federal Agencies in Atlanta, Georgia (Washington: United States Government Printing Office, October 24, 1960).

2

Ibid.

under any of these three categories.)¹

Negroes in "white-collar" positions numbered 226. The distribution of these employees through the grade scale was as follows:

GS Grade:	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>	<u>11</u>	<u>12</u>	<u>13</u>	<u>14</u>	<u>15</u>
No. of Negroes:	12	64	93	25	7	3	19	0	0	1	0	2	0	0	0

They were employed by twelve of the twenty-seven agencies which had "white-collar" positions. The remaining fifteen agencies (excluding the Post Office) which reported having no Negroes in "white-collar" positions constitute 9.6 per cent of all Federal employment in Atlanta. Negroes in "white-collar" positions worked at 37 different kinds of jobs, including such varied job titles as Nursing Machine Operator, Laboratory Animal Caretaker, Biological Aid, Messenger, Biologist, and Clerk-Typist.²

These figures gain significance when compared with the statistics presented by William Peters in his book, The Southern Temper. He reported in 1958 that of more than thirty Federal agencies in Atlanta, many with numerous important subdivisions, only five had permanent Negro employees above the level of janitorial and labor services.³ He included the Post Office in this group. If the Post Office is excluded in the present analysis, there are now twelve agencies employing Negroes in "white-collar" positions. Excluding the Post Office, his

¹
Ibid.

²
Ibid.

³
William Peters, The Southern Temper (New York: Doubleday and Company, 1959), p. 250.

report indicated that there were 28 Negro employees in "white-collar" positions in Atlanta agencies.¹ The current survey reveals that there are now 226 Negroes in "white-collar" positions in these agencies. While the Committee does not know the source of the statistics in the Peters' report, it notes that either some Negroes employed were not included in those statistics, or a significant gain has been achieved in the two-year interval.²

The Committee contact with Federal agencies in Atlanta began in March of 1956, when a conference was held with all of the heads of local Federal agencies in Atlanta on the non-discrimination policy. Since that time Committee representatives have had a number of meetings with individuals in Atlanta and maintained continuous communication on employment policies.³

The current study, of course, serves as a factual base for further inquiry into the question of the employment of Negro "white-collar" workers in Atlanta agencies. Their percentage is small and their numbers in the upper grades are few. The extent to which possible discrimination is involved in the current picture calls for further inquiry. But based on information gathered from other sources in frequent contacts with Atlanta, the Committee believes that the factor of whether trained Negroes are taking qualifying civil service examinations and being referred to Federal agencies in sufficient numbers must also be

¹

Ibid., pp. 248-249

²

The President's Committee on Government Employment Policy, op.cit.

³

Ibid.

considered in analyzing the Atlanta pattern.¹

This factor became a part of the picture following an analysis of certificates of eligible applicants for Federal "white-collar" jobs in the Atlanta area made by the Committee during a two-week period in March of 1960. That analysis involved identification of Negro applicants on all certificates during this period being sent to Atlanta agencies before the certificates left the Atlanta Civil Service Commission Office. Identification was based largely on schools attended by the applicants. Of 156 applications so reviewed, only seven were filed by Negroes, and three of these were on a single certificate. (One of these was eventually hired.) The certificates studied involved 20 different types of job descriptions for which Atlanta agencies had vacancies.²

Although this analysis of available applicants covered only a two-week period and does not afford a basis for any general conclusion, it nevertheless suggests that the Atlanta picture involves more than the question of the reluctance of agencies to hire Negro applicants. It indicates that the picture is complex, and that both the question of the avoidance of qualified Negro applicants and of the availability of such applicants deserve continued investigation. The Committee intends to devote further efforts to both of these questions.³

The President's Committee was created by Executive Order 10590

¹
Ibid.

²
Ibid.

³
Ibid.

signed by President Eisenhower on January 18, 1955. That order prohibited discrimination on the basis of race, religion or national origin in all personnel matters of the executive branch of the Federal government. Members of this Committee are: Archibald J. Carey, Jr., Chairman; Branch Rickey, Vice-Chairman; the Honorable Charles C. Finucane, Assistant Secretary of Defense; Milton H. Biow of New York City; Charles H. Kendall of the Office of Civil and Defense Mobilization; Mrs. Alice K. Leopold, Assistant to the Secretary of Labor; W. Arthur McCoy of the Civil Service Commission; Mrs. Jane F. Warnock of Eagle Butte, South Dakota, and William T. Coleman, Jr. of Philadelphia, Pennsylvania. Dr. Ross Clinchy is the Committee's Executive Director.¹

Negro workers represent an important manpower resource. For a variety of reasons - lack of education and experience, discrimination - many Negro workers are not being used to their fullest capabilities.²

The kinds of jobs in which Negro workers are employed are substantially different from those of white workers, although these job differences have become less pronounced in recent years. Nevertheless, there is still a long way to go in the development and effective use of Negro workers. The following table shows the occupational distribution of Negro and white workers in 1959.³

1

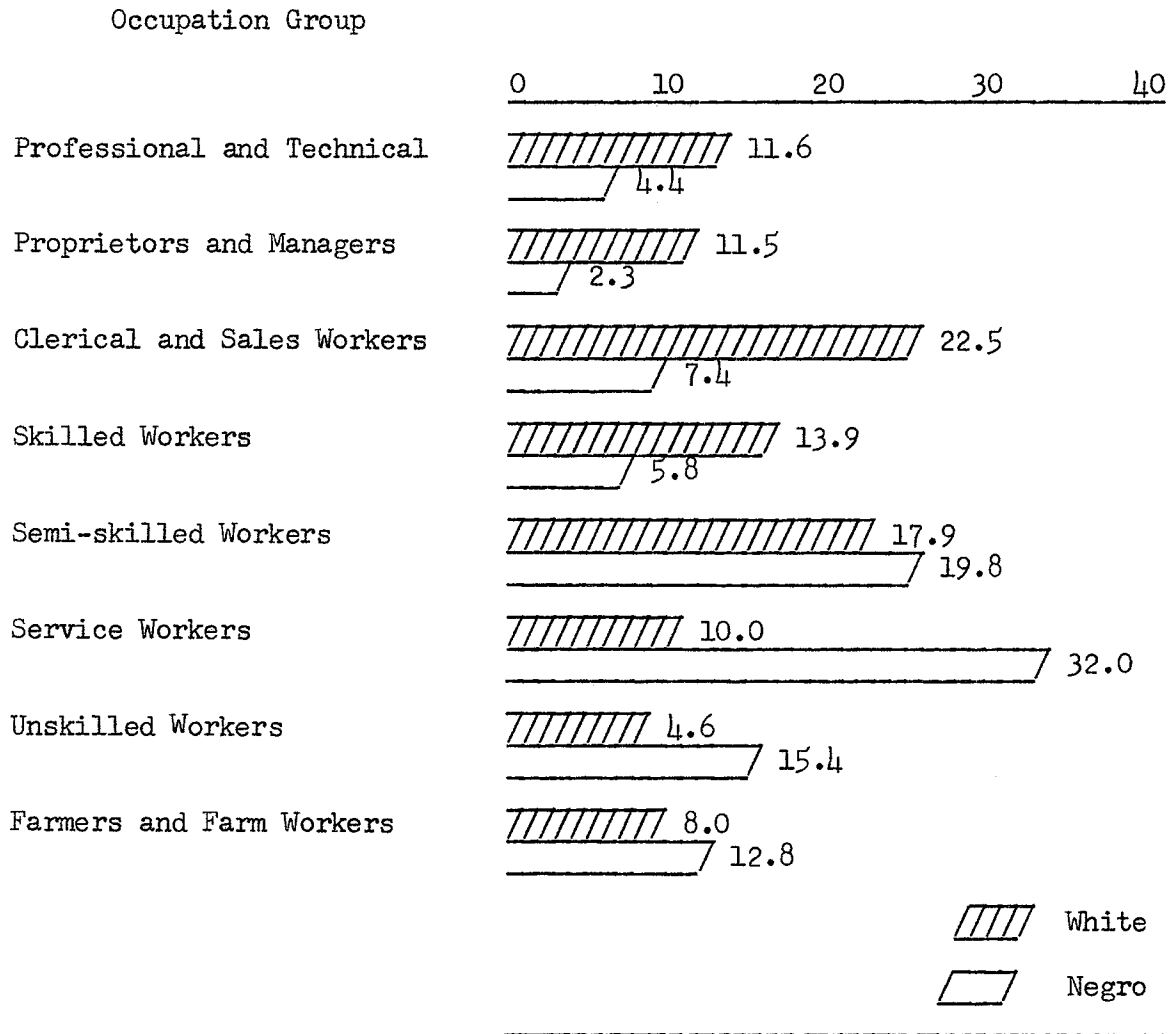
Ibid.

2

U. S. Department of Labor, Manpower - Challenge of the 1960's (Washington: United States Government Printing Office, 1960), p. 8.

3

Ibid.



In a democratic society everyone must accept his appropriate share of the responsibility for developing our human resources - individuals and organizations alike. Here are some of the steps to be taken to assure that our work force is adequate, well qualified and fully used in the 1960's. We must:

1. Expand and improve all forms of training on the job, including apprenticeship for the skilled trades.
2. End all forms of discrimination in hiring and use of manpower.
3. Develop and then make full use of increasingly effective placement services.

4. Support and strengthen our school systems.
5. Expand and improve guidance and counseling services.
6. Improve health and safety in the work place.
7. Develop better national and local information on manpower resources and requirements.¹

Summary of Related Literature.---Negro-Americans employed by Federal agencies in Atlanta, Georgia, now constitute 14.6 per cent of the total Federal employment in the Atlanta area, according to a report released in October, 1960 by the President's Committee on Government Employment Policy. A study completed in 1960 of the survey of Negro employment taken as of July 31, 1960, involved 28 Federal agencies in the Atlanta metropolitan area.

1. The survey revealed that 2,369 Negroes were employed by Federal agencies in Atlanta, nearly half of whom (49.1 per cent) work for the Post Office Department. Forty-one per cent of all Negro employees were in Wage-Board or "blue-collar" positions, and 9.5 per cent were in the General Schedule or "white-collar" jobs.
2. Negroes in the "white-collar" jobs ranged in grade from GS-1 through GS-12, although none were employed at grades 8, 9, and 11, and only 14 per cent were in Grade 5 and above.
3. The survey was the first which the Committee has taken in the Atlanta area, but the report compared the current employment figures with a study made by a writer on race relations in 1958. The 1958 study reported 28 Negroes employed in "white-collar" jobs by four agencies, whereas the 1960 study found 226 Negroes in "white-collar" jobs employed by twelve of the Atlanta agencies.
4. Dr. Archibald J. Carey, Jr., former minister and lawyer of Chicago and Chairman of the President's Committee, stated that, "The figures show that utilization is being made of qualified Negro personnel by a number of Federal agencies in Atlanta." However, using all the information now at hand as a basis for further inquiry, much remains to be done to

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Ibid.

determine the extent to which qualified Negroes are applying for Federal positions, and whether such applicants are being considered without references to race, religion or national origin.¹

Manpower - Challenge of the 1960's

"Help wanted" - is this to be the watchword of the coming decade? What will it mean to the agencies of the Federal Government? What will it mean to the Negro? What kind of help will they want, and where will they find it? Or, will they find it?

These are the questions which a report of the Department of Labor, by implication, asks of Federal appointing officers. The report in question is "Manpower - Challenge of the 1960's," published in 1960 by the Department of Labor. In a few graphic pages it presents a picture of major changes in America's occupational structure and human resources - changes that are already taking place and that will become more pronounced with each passing year. The picture conveys both a promise and a warning. The promise is one of high levels of employment, more education, continued scientific and technological advancement, and a much higher standard of living.²

But to the Federal Government as an employer, the warning is this: Unless responsible appointing officers in Government at once begin to construct channels for the productive flow of the changing labor supply, by 1970 our Government manpower challenge will no longer be a challenge.³

¹

Ibid.

²

U. S. Department of Labor, Manpower - Challenge of the 1960's (Washington: United States Government Printing Office, 1960).

³

Ibid.

America is a land rich in natural resources. In the early years of our history these resources were regarded as virtually inexhaustible, and were used, abused, wasted, and exploited accordingly. In the twentieth century, however, a wiser attitude has prevailed, and the need for conservation and planned use of our natural resources is now universally recognized.¹

Unfortunately, this enlightened attitude has not yet been extended to include the most important asset of all: the nation's manpower. The manpower forecast for the next ten years indicates clearly that equal attention must now be given to the conservation and planned use of America's human resources.²

The elements of the forecast that are of particular significance to Federal appointing officers are the following:

- (1) There will be a 15 per cent increase in the population of the United States and an increase of nearly 20 per cent in the national labor force.
- (2) There will be major changes in the composition of the labor force.
- (3) Government service at all levels is one of the areas of employment that will grow faster than the national average rate.³

The changing picture: Who will work . . .

¹
Ibid.

²
Ibid.

³
Ibid.

The changes that are taking place may be examined under two general headings: people and jobs.

The most striking change with respect to people is a major shift in age distribution - a change to which the whole economy will have to adjust. Although the total labor force will show an increase of 13.5 million within the next ten years, workers between the ages of 25 and 34 years will increase by less than 2 million, and there will be an actual decrease in the number between 35 and 44, reflecting the low birth rates of the 1930's. In other words, there is a definite manpower shortage in what has generally been regarded as the "preferred" age groups - namely, 25 to 44.¹

The decrease will be balanced by dramatic increases at both ends of the age scale. In spite of earlier retirements, there will be 5.5 million more workers over 45 years of age, while the number of young workers under 25 (the postwar "baby boom") will increase by 6.4 million.²

Of special significance with respect to the huge increase in the young and unexperienced group is the fact that although a larger percentage of these young workers will have a high school education or better (70 per cent in the 1960's as compared with 60 per cent in the 1950's), a larger number will not have completed high school.³

The other very important change in the composition of the work force will be the rapid increase in the number of women workers. There will be 6 million more women workers in 1970 than in 1960; this represents a 25 per cent increase for women, as compared with a 15 per

¹
Ibid.

²
Ibid.

³
Ibid.

cent increase for men. One out of every three workers will be a woman, and the average age will be 41 years.¹

. . . and where?

Before considering the meaning of these population changes to the Federal Government as an employer, the writer will give a brief explanation of expected changes in the job picture. The 20 per cent increase in total employment within the next ten years will be marked by a much faster growth in the service industries than in the construction industries. As our technology advances, proportionately fewer workers will be needed to produce the goods we need, while more workers will be needed to provide the increasing services required as our standard of living goes up. Government services - Federal, state, and local, will be among those facing a faster-than-average growth.²

In terms of occupational fields, the greatest need will be for trained professional and technical employees, and the smallest will be for semi-skilled and unskilled workers; employment on farms will show a marked decline. During the past decade, as the Department of Labor points out, the professional, office, and sales workers as a group exceeded for the first time in our history the number of people employed in manual occupations (skilled, semi-skilled, and unskilled jobs). This trend will continue. The fastest growth will occur among engineers, scientists, and other professional and technical occupations. The need for skilled craftsmen will increase, but the number of unskilled jobs

1

Ibid.

2

Ibid.

will stay about the same, continuing their long-term relative decline.¹

The revealing statistical picture presented by the Department of Labor obviously calls for changes in Federal personnel policies, programs, and practices - and perhaps most of all in the attitudes of those who hire and supervise Federal employees.

First of all, the government must realize that the problems presented are not theirs alone. Private employers will be facing manpower shortages in the same groups, and increased needs in the same occupations, as Government employers. The government will have to maintain, and in fact improve, their competitive position with private industry in the recruitment and retention of competent people, especially in the shortage groups. Government cannot expect to outbid industry on the salary front, but they should know from experience that there are many factors in Federal career employment that compensate for the comparatively low ceiling on the salary scale. Fringe benefits, career development and advancement, participation in work of national and international importance, service to America - these and other special features of Federal service combine to attract and hold many thousands of highly qualified men and women in Government careers. The government must take all possible measures to maintain and improve these special attractions and to present them in the most effective ways to potential recruits.²

Within the last decade, the Government has come a long way from the general attitude toward recruitment that used to prevail among

¹
Ibid.

²
Ibid.

Government agencies - namely, that there were plenty of qualified applicants who would come to these agencies seeking the opportunity to compete for civil service jobs. The Government has learned valuable lessons about positive recruitment and has developed many effective techniques, particularly in the area of college recruitment. These lessons and techniques must be applied in the future with increased vigor and over a much wider range of recruiting activities.¹

The fact by which the writer was most strongly impressed on first reading "Manpower - Challenge of the 1960's" was the acute shrinkage, over the next ten years, of the 35-to-44-year age group. This is the group which normally supplies a large proportion of the nation's executives, managers, foremen, and most highly skilled workers. It is the group the Government, generally speaking, in which the upper-middle-grade management and professional personnel is found, and from which top-level jobs ordinarily would be filled. Without this reservoir of trained career people on the way up, where will the Government find the career executives and professional leaders they will need? To find the answer they must look to the groups that will be increasing in numbers.

The Government does have a reservoir of experience in the 45-and-older group. Is the Government making the best possible use of these people? Is the Government including them in agency career-development plans without regard to the age factor? If not, the time to begin is now. The Government must not assume that executive potential is necessarily lacking in the employer who has not become an executive by the time he is 45 or 50. Neither can they afford to limit executive

¹
Ibid.

development programs to those who have the probability of 30 years of service ahead of them. The writer believes that it will be good business to train executives for as little as ten years of service - maybe even less.

Perhaps the Government should put less emphasis on retirement. It may be that the alert and active employee of 55 or 60 will be less interested in early retirement if he feels that he is still in the mainstream of important activity, than if he finds himself marking time in a relatively unimportant job.

Then the Government must consider the 25 to 35 year ago group, which will show a slight increase. To make the best possible use of the more talented employees in this group in filling the upper-middle management gap, it may be necessary to release some of the arbitrary brakes on rapid advancement. The writer believes that as long as promotion is based strictly on merit, there is no more logic in a hard and fast requirement of a certain minimum length of service in each successive grade than there would be in an arbitrary age requirement. With intensified programs of training - carefully planned training of carefully selected people - it should be possible and practicable to put any employee into any job he is clearly ready to assume if he is, in fact, the best qualified person available.

The foregoing suggestions highlights some of the areas in which Federal personnel policies, programs, and practices will have to be adopted to the changing manpower picture. But the most significant and the most urgent message to Federal personnel management, which is implicit throughout the manpower forecast, is a clear call for fundamental changes in attitudes.

The Government and the Federal personnel managers must face the facts with absolute honesty. Under no conditions can the merit system meet the manpower challenge of the 1960's. The facts are these:

Additional manpower resources will be available to the Government if they choose to utilize them. The chief barriers to full utilization of those resources are our own human weaknesses: long established attitudes of personal prejudice. Such attitudes run directly contrary to merit-system principles.

Federal agency appointing officers and supervisors, as well as those in private industry, will have to forget the preference they have nurtured for the "college-graduate, white, male, 25 to 35" applicant. They will have to forget about all but the first of those qualifications-- college graduation--in filling future jobs, and they will have to forget about that one, too, in many cases where it is not really essential.

For more than three-quarters of a century the merit system has been a symbol of equal opportunity for all citizens in Federal employment. Political and religious discrimination, both of which flourished under the spoils system, were outlawed by the Civil Service Act of 1883; and of course, that applicants are accepted, and examinations rated, without prejudice of any kind. But other and more subtle forms of discrimination have found their way into the Federal personnel picture.

How many personnel officers are there in Government who do not know at least one agency official to whom it is useless for them to make a certain kind of referral - a woman over 40 for a typist vacancy, for example, or a woman of any age for an executive position, or anyone over 50 for anything at all? How many can honestly say that the agency's training, manpower planning, and career development programs

are carried out invariably on the basis of "merit and fitness" only, without regard to age, sex, color, or physical handicap?¹

The legal aspect of discrimination can be, and is, controlled by enforcement of the laws, rules, and regulations governing personnel actions in the Federal Service. The ethical aspect - that is, in cases where individual discretion is permissible - is largely a matter of individual conscience. It can and should be a specific item of agency personnel policy, enforced by top agency management.²

The most important group, in keeping with the title of this thesis, that must be considered as an inadequately utilized resource in the total national manpower supply is the Negro worker, who represents 10 per cent of the labor force. Although the percentage of Negro workers in professional, clerical, sales, and skilled jobs has doubled in the last 20 years, these occupations, even now, account for only 20 per cent of total Negro employment (as compared with about 60 per cent of total white employment). It is true that lack of educational preparation explains much of this difference, "but there is little question," the Department of Labor says, "that it is much more difficult for Negroes to get jobs commensurate with their education and training." There is no room for this kind of prejudice in the Civil Service, either in initial appointment or in career advancement. Especially in the field of in-service training, opportunities should be made available on equal terms to all employees whose ability and aptitude indicate that they and the agency will profit from it.³

¹
Ibid.

²
Ibid., p. 23.

³
Ibid.

The above statement applies, of course, to all the manpower resources. It seems clear that training will be the most significant factor in meeting the manpower challenge of the 1960's. In the Federal Service the Government is fortunate indeed in having gained, just two years ago, the legislative authority for training that the Government had been seeking for many years. Now, it is up to every Federal agency to make the maximum possible use of the authority that has been granted, to provide the training that will be needed to realize the full potential of our changing human resources in terms of our changing occupational needs.¹

Finally, the situation clearly calls for more and better planning on the part of Federal agency management. Just as the Department of Labor has made forecasts of national manpower resources, agencies must make forecasts of their job needs and resources. They are already engaged in a specific program of identifying, selecting, and developing career managers to fill anticipated vacancies in top career executive positions; this kind of planning will have to be extended and applied throughout the service.²

There is no justification for the belief that the merit system constitutes an obstacle to practical personnel-management planning. The principles of "open competition" and "equal opportunity" do not in any degree limit the Government to a prejudice personnel system. On the contrary, they provide a sound basis for the exercise of the kind of decision and initiative which is a free, democratic society

¹Ibid.²Ibid.

answer to the worker - regimentation of dictatorship. Without such decision and initiative, our Government will find itself with assigned responsibilities which it is unable to carry out; with it, the Government will go on to a fuller realization of the enormous promise of the future.¹

¹Ibid.

CHAPTER II

PRESENTATION AND INTERPRETATION OF DATA

Job opportunities for minority group members are multiplying. Records of important employers in all parts of the country show breakthroughs from the old restrictive patterns of employment. Today's job specifications are based on an applicants' qualifications and abilities, regardless of race, religion, color or national origin.

Minority group employment extended to all job company records. Besides a wider range of jobs, there are improved policies of promotion, and more training opportunities for placement and advancement.

The Declaration of Independence states in part:

We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty, and the pursuit of Happiness. That to secure these rights, Governments are instituted among Men, deriving their just powers from the consent of the governed.¹

On September 24, 1958, former President Eisenhower stated, in part:

Most of us in the United States, as part of our religious faith, believe that all men are equal in the sight of God. Indeed, our forefathers enshrined this belief in the Declaration of Independence as a self-evident truth. Just as we strive to live up to our fundamental convictions, we constantly strive to achieve this

¹

President's Committee on Government Contracts--Equal Economic Opportunity. Five Years of Progress 1953-1958. p. ii.

ideal of the equality of Man. We have been making progress... substantial progress...toward that goal.¹

On January 15, 1958, former Vice President Nixon, Chairman of the President's Committee on Government Contracts, stated, in part:

Encouragement and incentive for higher training is needed by all youth, and it is particularly needed among the youth of minority groups...for the increasing number of skilled and technical jobs now available.²

Mr. James P. Mitchell, former Secretary of Labor, stated briefly on this subject in the introduction of The Economic Situation of Negroes in the United States, that:

A notable development in the United States in recent decades has been the steady improvement in the social and economic status of Negroes. In education, type of work, income, housing, and other areas for which measures are available, the historic differentials between whites and Negroes have narrowed.³

Despite this progress, there is no room for complacency. Employment and promotion policies in some areas still keep doors closed to minority workers, a condition the nation cannot afford. Our standards of justice and our national conscience forbid discrimination. Only as full opportunity is opened to all, can we reach the future to which we aspire.

This chapter will constitute data collected by the writer. Information on the economic condition of Negroes is limited, as much of the data in the following pages are based on estimates that are subject to revision when statistics from the 1961 census become available.

1

Ibid.

2

Ibid.

3

United States Department of Labor, James P. Mitchell, The Economic Situation of Negroes in the United States, Bulletin S-3, October, 1961.

Since Negroes constitute over 95 per cent of the non-whites of the United States, figures for non-whites are used when data do not exist for Negroes separately.

Federal-Service Entrance Examination

An important part of this recruiting program is built around the Federal-Service Entrance Examination, a multi-purpose examination announced annually to fill beginning professional positions in some 60 occupational fields in many Federal agencies throughout the country and overseas. Most positions filled through the Federal-Service Entrance Examination are in grade GS-5, starting at \$362 a month or \$4,345 a year, but some appointments are made at grades GS-6, 7, and 9, depending on the qualifications of the candidates, and the needs of the agencies. For instance, candidates with outstanding college records and those with sufficient graduate study or qualifying work experience will be eligible for the higher grade positions.¹

The FSEE is geared to the school year. It is open to college juniors, seniors, and graduates, regardless of their major field of study, as well as to persons who can qualify on the basis of experience alone or through a combination of education and experience. All candidates must pass a written test designed to measure their potential for growth in Federal careers. Written tests are given six times during the school year, starting in the fall, at some 1,000 locations in the country. College students who are in their senior or junior years and who pass the examination can be offered an appointment to a position in the Federal career service which will become effective upon

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Ibid.

graduation. Fresh lists of eligibles are established annually. Persons who pass the FSEE but who are not hired before a new list of eligibles is established have to recompute in a new examination if they want to continue their eligibility for appointment.¹

Those who pass the examination may be considered for a variety of jobs, not just for positions in their special field of study. In addition to placing highly qualified candidates in specialized jobs, the FSEE is used to fill a number of positions in which the employee's potential for development is considered more important than special training for the work.²

The FSEE is also used to recruit promising people with management potential for special training in management work. The formal training programs range from a few months to 18 months after appointment. The number of management internships available is limited, and only outstanding candidates are rated eligible. To qualify in the management intern examination, candidates must demonstrate outstanding potential by passing additional written tests of greater difficulty, qualifying in a group interview, and being highly recommended through qualifications and inquiries obtained from persons having direct knowledge of the education and experience claimed.³

How Jobs are Filled

Uncle Sam seeks the best-qualified worker for each job to be

¹
Ibid.

²
Ibid.

³
Ibid.

filled. He does this in a practical and fair way by holding competitive examinations open to all and selecting new employees from among those who rank highest in the examinations.¹

Civil Service examinations are important to you as a citizen and as a jobseeker. As a citizen, you want public jobs to be filled by employees who know how to do their work. As a jobseeker, you want a fair chance to compete for a job on an equal footing with other candidates. The best known means of accomplishing this twofold goal is the competitive examination.²

Competitive examinations are conducted or supervised by the Civil Service Commission, the central recruiting agency for the executive branch of the Government. Examinations are announced when an agency or agencies have or expect to have vacancies. They are publicized to give every qualified citizen an opportunity to compete. Successful competitors are ranked on lists of eligibles in order of the passing scores they make. Federal agencies make selections from among those who rank highest on these lists.³

Persons who establish veteran preference and make passing grades on Civil Service examinations have 5 or 10 points added to the scores they make in open competitive examinations for appointment to jobs in the Federal Civil Service. The extra points cause the names of veteran-preference eligibles to stand higher on lists of persons eligible for appointment.⁴

When an agency wants to hire a new employee, the appointing

¹
U. S. Civil Service Commission, Federal Careers in the Sixties - A Directory for College Students (Washington: U. S. Government Printing Office, 1960), p. 2.

²
Ibid.

³
Ibid.

⁴
Ibid., p. 3.

officer of the agency asks the Civil Service Commission for the names of persons who are eligible for the kind of job to be filled. The Commission refers to a list of eligibles and sends the agency the names of the three persons at the top of the list. The agency appointing officer makes a selection from among the three. In deciding which eligible to appoint, the agency appointing officer may ask the eligibles to come in for a personal interview. The names of those who are not selected are returned to the list of eligibles for future consideration.¹

Civil Service examinations are made as practical as possible to measure the ability of applicants to do particular kinds of work. The degree of difficulty depends on the jobs to be filled. Some examinations measure aptitude for the work; others measure achievement; still others measure skills. Sometimes no written test is given; applicants are rated on the basis of the experience or training they list in their application papers and, in some cases, on supporting evidence such as sample drawings. Results of examinations are confidential - only the applicant and those who consider him for appointment know his score.²

Recruiting programs are conducted at different levels. Examinations may be announced by the central office or regional offices of the Civil Service Commission or by boards of Civil Service examiners located in agencies and field installations throughout the country. The examinations may be announced on a nationwide, regional, or local basis, depending on the number, kinds, and location of the positions.³

The Government operates a long-range recruiting program directed at the primary source of the nation's bright, capable, well-trained

¹
Ibid.

²
Ibid.

³
Ibid.

young people - the nation's colleges. The objective is not merely to fill current needs, but to bring into the Federal Service a number of highly qualified, career-minded people who have the potential to grow and develop within the service and become the career managers, skilled technicians, and professional leaders of tomorrow.¹

Student Trainee Programs

Many Government agencies offer students an opportunity to try their wings in Federal Service before graduation. Under special work-study programs used in installations throughout the country, students alternate between periods of on-the-job training and study on the campus. These training opportunities are offered primarily to students majoring in engineering and the physical and biological sciences, but a few are found in other fields.²

Such programs enable students to get practical on-the-job experience and decide if they would like to make their careers in public services. At the same time, the agencies observe the students' work and determine if they would make good material for permanent employment.³

These positions are filled through the Student Trainee examinations which is a written test that provides eligibility for five years or until graduation from college. The jobs are either in summer vacation work-study programs or in cooperative work-study programs that alternate periods of attendance in college with periods of employment. For the cooperative work-study program, students must be enrolled in a cooperative curriculum.⁴

Starting salaries range from annual rates of \$3,500 to \$4,040

¹
Ibid.

²
Ibid.

³
Ibid.

⁴
Ibid.

depending upon the student's academic level. Freshman students entering the program are paid at the rate of \$3,500, while juniors start at the rate of \$4,040. Trainees are ordinarily paid only for the periods of on-job training, not while attending college. On satisfactory completion of each period of on-job training, they are given leave to return to college. As they complete the prescribed work and study requirements, they advance to higher salary grades. Upon completion of all requirements for a bachelor's degree, they may be promoted to full-time professional positions starting at \$4,345 or more a year.¹

The Career System

Like progressive private employers, the Government has developed a well-rounded career plan for its employees. The foundation of the plan is the career-conditional appointment system under which relative rights and privileges in such matters as promotions, transfers, re-employment, and retention in reductions in staff are determined. The appointment system takes into account the fact that not everyone who enters Federal employment intends to spend all of his working life in public service and that the Government may not have continuing jobs for all those who are employed at a given time, such as during an emergency. Thus, it accords more and greater rights and privileges to employees with full career standing than to those who have not met all requirements as careerists.²

Pay.--Government salaries generally compare favorably with those offered for similar work in private industry. "Equal pay for equal

¹

Ibid.

²

Ibid., p. 5.

work" is the principle under which Federal employees are paid. A modern position classification plan is used to determine the salary for each job according to the level of difficulty and responsibility of the work involved. Congress sets nationwide pay scales for 18 pay grades of classified positions. Employees receive periodic within-grade pay increases for satisfactory service. These automatic increases are earned every 52 weeks in the lower and middle grades and every 78 weeks in the higher grades. Pay rates, including the salary range in each grade, are shown in the following table:

Grade (General Schedule)	Entrance-level Salary	Highest Salary Attainable In Grade*
GS- 1	\$ 3,185	\$ 4,130
GS- 2	3,500	4,445
GS- 3	3,760	4,705
GS- 4	4,040	4,985
GS- 5	4,345	5,830
GS- 6	4,830	6,315
GS- 7	5,355	6,840
GS- 8	5,885	7,370
GS- 9	6,435	7,920
GS-10	6,995	8,480
GS-11	7,560	9,640
GS-12	8,955	11,035
GS-13	10,635	12,715
GS-14	12,210	14,290
GS-15	13,730	15,810
GS-16	15,255	16,295
GS-17	16,530	17,570
GS-18	18,500	18,500

*Including within-grades and longevity rates

Positions for which college graduates are recruited usually are in grade GS-5, although graduates with outstanding college records can be hired at grade GS-7. New employees generally are recruited at the base pay for the grade, but the Civil Service Commission may authorize recruitment at rates above the minimum for shortage-category positions.

Examples are engineers, physicists, chemists, electronic, scientists, metallurgists, astronomers, mathematicians, architects, and certain technologists.¹

Promotions.--If you have what it takes, you can advance as easily and as rapidly in Government as anywhere else. Promotion prospects in Federal Service are very good for employees who work hard and show that they are ready for more responsible tasks. Government agencies recognize that the desire to get ahead is one of the strongest influences motivating employees to excel in their jobs. They operate fair promotion programs under merit principles and guides of the Civil Service Commission. They constantly try to identify promising workers, and they help and encourage them to prepare for more responsible assignments. Agencies tend to promote from within, but they recognize that "new blood" is essential to their organizations - so they seek the best qualified available person for each job, whether he is on the staff, elsewhere in Government, or outside the Federal Service.²

Training and Development.--Federal agencies realize that they must provide training and development opportunities today if they expect to have able personnel to fill key career positions in the future. Thus, they operate training and development programs to help employees achieve their highest potential. The Government Employees Training Act authorizes all types of employee training, including training within the Federal Service and in non-Federal facilities such as colleges, universities, manufacturing plants, and laboratories.³

Professional Recognition.--Opportunities for professional

¹
Ibid.

²
Ibid., p. 6.

³
Ibid.

recognition are excellent. Most agencies encourage and help their employees to gain professional recognition in their special fields. Participation in activities of professional societies and publication of papers in professional journals or agency publications is encouraged. Many agencies sponsor seminars, symposia, and other meetings of professional groups.¹

Fair Treatment on the Job.--Uncle Sam is a fair and considerate employer. If an employee has difficulty on the job, there are adequate safeguards to assure that he is not the victim of arbitrary action by a supervisor. Employees have the right to air their grievancies and to appeal certain actions of their agencies to the Civil Service Commission. After a year of probationary service, they can be removed only for cause--inefficiency, misconduct, insubordination, etc. Reductions in staff are conducted fairly and equitably under Civil Service regulations.²

Insulation From Politics.--Employees in the competitive Civil Service are well insulated from - and barred from participation in - partisan politics. Civil Service regulations forbid political considerations of any kind in filling jobs in the competitive service, and Federal employees cannot be obliged to contribute to any political fund or to render any political service. In fact, employees are prohibited from rendering political service even if they want to. But, of course, they retain their right to vote as they choose and to express their opinions on all political subjects or candidates.³

Other Benefits.--A number of other rights and benefits round out a modern, attractive career system. Federal employees receive liberal

¹
Ibid.

²
Ibid.

³
Ibid.

vacation and sick leave allowances. There is a Government-wide incentive awards program that provides for special recognition and cash awards for suggestions and outstanding performance. Participation in a low-cost group life insurance plan, supported by the Government, is optional. A voluntary health benefits plan supported by the Government became effective in July 1960. A model staff retirement plan provides income for retired workers as well as survivors of employees and retired employees. Eight holidays are observed annually, and employees in the National Guard or Reserve can take up to 15 days of paid military leave for periods of active duty without charge to their annual leave. Except for strictly temporary workers, employees called to extended active duty in the armed forces have job-restoration rights. Employees who are separated in staff reductions are entitled to unemployment compensation, and separated careerists are helped to find other employment in the Federal Government.¹

Fitness Requirements.--The national interest requires assurance that the public's business be conducted properly and by people of unquestioned loyalty and integrity. Thus, the Government has an investigative program which requires clearance of each new employee. Employees are expected to conduct themselves in a manner which reflects credit on the Federal Service. These requirements are hardly more demanding than those of many private employers who value public opinion and respect.²

Employment Policies

The Federal Government forbids discrimination because of race, religion, or national origin, both in Federal employment and by private

¹

Ibid.

²

Ibid.

employers working on Federal contracts. This prohibition extends to the Armed Forces. A number of Federal actions in this field are outlined below.

Federal Employment

Various steps have been taken to assure equality of opportunity in Federal Service. Questions of application and hiring were dealt with by 1940, through the Ramspeck Act barring racial discrimination in the Federal Service, and by an Executive order of November 7, 1940. Civil Service Commission Circular No. 248, issued January 10, 1941, announced that the Commission had deleted the question regarding race, and reference to photographs, from the declaration of appointee forms that were used in part to establish the identification of persons taking Civil Service examinations. The present rules of the Commission (Civil Service Rule IV) forbid any inquiry concerning the race, political affiliation, or religious belief of any employee or applicant.¹

The Fair Employment Practice Committee, established under Executive Order 8802 of June 25, 1941, delegated to the Civil Service Commission the supervision of questions relating to Federal employment. Executive Order 9980, in 1948, set up a Fair Employment Board at the Civil Service Commission to review complaints of discrimination.²

In January 1955, Executive Order 10590 established the President's Committee on Government Employment Policy to help Federal agencies carry out the policy of equal opportunity in the Federal Service without discrimination because of race, color, religion, or

¹

Ibid.

²

Ibid.

national origin. The Committee undertook both a long-range educational program, and a program for the investigation, adjustment, and review of complaints. As discrimination in hiring on Federal jobs had long been barred, most of the complaints received by the Committee concerned promotion or layoff.¹

The President's Committee on Government Employment Policy stated in its Third Report, covering the period January, 1958 through June 30, 1959:

Federal employment at the lowest levels appears to be available to all groups, but as the scale rises a disparity develops between the total number of minorities employed and the number of minority-group members in the higher positions. This does not prove discrimination, but it poses a question. Federal employment is more available to minorities than private employment. But Federal employment, like private employment, may reflect the pattern and climate of the local community. Nevertheless, the agencies have displayed genuine concern in the elimination of discrimination when it appears.²

Negroes in the Armed Forces

During the period 1940 to 1954, Negroes were first included in the Armed Forces in segregated units, then gradually integrated. The President's Executive Order No. 9981, of July 26, 1948, announced a policy of "equality of treatment and opportunity for all persons in the armed services without regard to race, color, religion, or national origin." The order created the Committee on Equality of Treatment and Opportunity in the Armed Forces to put the policy into effect.³

The time limit set for dissolution of all-Negro units in the

¹

Ibid.

²

Ibid.

³

Ibid., p. 18.

Armed Forces was June 30, 1954. However, the program proceeded ahead of schedule, and for a number of years there have been no all-Negro units in any of the services proper. Integrated activities include organization, assignment, training, billeting, mess, supervised recreation, and all other unit operations.¹

Negroes are enrolled at West Point, Annapolis, and the Air Force Academy, and are found as officers in all ranks of the services. Integration in the Armed Forces has progressed so far, according to the Office of the Assistant Secretary of Defense for Manpower and Personnel, that statistics showing the proportion of Negroes are no longer kept. Negroes are found throughout the services.²

Data for past years are shown in Table 1. The figures indicate that in mid-1956 the proportion of Negro enlisted men in the Army and Air Force was roughly equal to the proportion of Negroes in the population as a whole, but that in the Navy and the Marine Corps, Negroes were proportionately fewer; also, that even in the Army the number of Negro officers was still low. Young men who are unskilled, or who have received an inferior education, as is still the case with many Negroes, find it as hard to advance in the armed services as in civilian life. It is the purpose of the Defense Department, however, to advance able personnel without consideration of race.³

Civilian components, enrolling personnel not on active military

1

Ibid.

2

Ibid.

3

Ibid.

Table 1.--Negroes as per cent of officers and enlisted men
July 1, 1949 and 1956

Branch	Officers		Enlisted Men	
	1949	1956	1949	1956
Army	1.8	2.9	12.4	12.8
Navy	--	.1	4.7	6.3
Air Force6	1.1	5.1	10.4
Marine Corps	--	.1	2.1	6.5

duty, present varied racial patterns usually reflecting local customs. Some of the largest all-white and all-Negro units are the ROTC units on college campuses, where they reflect the composition of the student body, and are beyond the direct control of the military. Georgia, Mississippi, and Arkansas are the only states in which the qualified Negro college student cannot enroll in any ROTC unit.¹

The National Guard and the Organized Reserves, as civilian components, likewise present a mixed picture, in law and in fact, in the different states. By 1960, 15 states had laws that more or less strictly barred segregation in the National Guard. Many states had no law on the subject, but in theory did not segregate the Guard; practice varied. Some states enlisted Negroes, but in segregated units; others excluded Negroes from the Guard altogether.²

Studies under way in the Department of Defense in 1961 are designed to help bring to an end the remaining racial differences in the

¹

Ibid.

²

Ibid.

civilian components. Such differences are considered at variance with the established policy of equality of treatment and opportunity.

Employment on Government Contracts

The Federal Government has taken a series of actions to assure equality of treatment in work under Government contracts. Executive Order 8802, of June 25, 1941, affirmed a policy of full participation in the defense program by all persons, regardless of race, creed, color, or national origin. It ordered contracting agencies of the Federal government to include in each defense contract negotiated by them a provision obligating the contractor not to discriminate against any worker because of race, creed, color, or national origin. A Fair Employment Practice Committee was set up to receive and investigate complaints of discrimination in violation of the order, and to take any necessary steps to redress grievances found to be valid. Executive Order 9346, of May 27, 1943, reaffirmed the policy of nondiscrimination in Government contracts, extending it to cover apprenticeship, and established a seven-member committee in the Office of Emergency Management to enforce the policy. The order expired after the war. A Committee on Government Contract Compliance, established by Executive Order 10308, of December 5, 1951, had advisory and educational functions but no enforcement power. This Committee was ended on the establishment of the present Committee on Government Contracts.¹

Executive Order 10479, of August 13, 1953, created the President's Committee on Government Contracts, made up of 16 high ranking Government, business, and labor union leaders appointed on a nonpartisan

¹

Ibid., p. 19.

basis. The Vice President, during that time, became chairman; the Secretary of Labor, during that time, became Vice Chairman. The Committee was charged with strengthening enforcement of the nondiscrimination clauses included in Federal contracts in accordance with earlier Executive orders. Executive Order 10557, of September 3, 1954, supplied a standard nondiscrimination provision and ordered it included in all future contracts. As about one-third of the nongovernment employees in the United States work in companies that are involved to some extent with Federal Government contracts, the orders have very broad scope.¹

Enforcement involves review of the degree of compliance, action on complaints, and educational work. Federal agencies conduct compliance reviews to see that the contractor has (1) posted a nondiscrimination notice in his plant; (2) included a nondiscrimination clause in his subcontracts; and (3) observed nondiscrimination in regard to recruiting, upgrading, layoffs, transfers, pay rates, and selection for training, including apprenticeship. The compliance officer also observes the employment pattern of the contractor, to see whether he seems to have a fair proportion of representatives of minority groups on his payroll. Where there is clear evident of failure to comply with the nondiscrimination clause. Federal contracting agencies are asked to deny further contracts.²

Complaints are referred for investigation and adjustment to the contracting Government agency, which is required to report action to

1

Ibid.

2

Ibid.

the Committee. From August 1953 to May 16, 1960, the Committee received 970 complaints, some of which involved several thousand jobs or even an entire industry; 718 were disposed of and 252 were still being investigated. The Committee attaches special importance to the very large number of cases that involve a "breakthrough," in which a company breaks its previous pattern, limiting Negroes to laborer jobs, by hiring some Negroes in skilled or white-collar jobs and agreeing to a nondiscriminatory job policy for the future. By September, 1959, for example, one of the major cigarette companies had changed its policy and opened all types of production jobs in its big North Carolina plant to Negro applicants; it had also taken on three Negroes as white-collar workers. The Martin Company of Orlando, Florida, had hired five Negroes in clerical positions and one as a stenographer, and had put seven into training for highly skilled positions. American Airlines employed nearly 1,000 Negroes in New York City (of a total of 20,000 employees), the Negroes serving as ticket sellers, reservation clerks, etc.; some were in executive training programs. Great numbers of other examples could be cited.¹

The Federal Agencies and Their Programs

In its 74-year history the Civil Service Commission has assumed many responsibilities in Federal personnel management, but one of its primary objectives is still to recruit the best qualified workers for the executive branch.

¹

Ibid.

Commission Oversees Competitive Recruiting and Examining
but Agencies do the Actual Hiring

The Commission's recruitment activity often is confused with the actual hiring of Federal workers. The Commission directs recruitment and examination programs, but the agencies do the actual hiring.

The Constitution empowers the Congress to vest appointing power for "inferior officers" of the Government in the President, in the heads of departments, and in the courts. Generally speaking, the Congress has conferred appointing authority for employees in the executive branch of the heads of departments and agencies. Heads of agencies may redelegate this authority to the heads of various subordinate units, and these appointing officers have the final say as to who shall be appointed to Federal jobs under them. No independent body such as the Commission may direct them to employ any specific individual.¹

The appointing officer's area of choice is limited, however. The Civil Service Act of 1883, the Veterans' Preference Act, and other laws lay down the primary conditions for a merit system which requires appointing officers to select employees from among persons who have been found qualified for the work.²

The merit system is designed to provide (1) the best qualified available personnel for the Government service, (2) equal opportunity for all interested citizens to be considered for Federal jobs on the

¹

U. S. Civil Service Commission, The Role of the Civil Service Commission in Federal Employment, Pamphlet 52 (Washington: U. S. Government Printing Office, July, 1960), p. 5.

²

Ibid.

basis of their qualifications and suitability for the work to be done, and (3) continuity of service through periodic changes in political administration.¹

The Civil Service Commission is the major instrumentality for maintaining the merit system. The Civil Service Act directs the Commission to recommend to the President rules to govern hiring in the Federal Service. When approved by the President, these rules become binding on the Commission as well as on Federal departments and agencies.²

Civil-Service Rules Prohibit Political Consideration
in Filling Competitive Positions

The Civil Service rules have been revised and amended from time to time. For example, an amendment of the rules, under Executive Order 10577 of November 22, 1954, authorized the establishment of the Career-conditional appointment system and strengthened provision which forbid political considerations of any kind in appointments to jobs in the competitive service.³

Agencies have the prerogative of determining the method of filling vacancies in the Federal Service. They may promote, transfer, or reassign present employees who are qualified for vacancies; reinstate qualified former employees; or appoint someone from outside the Government. A large proportion of Federal jobs are filled by promoting, transferring, or reassigning employees from other jobs.⁴

Competitive examinations, open to all qualified citizens, are used generally to bring new workers into the career service. Applicants are rated under practical and uniformly applied qualification

1

Ibid.

2

Ibid.

3

Ibid., p. 6.

4

Ibid.

standards, and veterans are given the added points to which they are entitled by law. Eligibles are arranged in order of their ratings except that certain disabled veterans are placed at the heads of lists for some kinds of jobs as required by law. Lists of eligibles may be sub-divided on the basis of such factors as residence and sex of the eligibles. When a vacancy occurs, and the appointing officer decides to make an original appointment, names on the top of the appropriate list are referred to the employing agency for consideration. The employing agency is required to make a selection on the basis of merit and without discrimination because of race, religion, or political affiliation.¹

Agencies Decide When to Fill Jobs; Commission Does Not Set Number of Employees Agencies May Employ

Examinations for all kinds of jobs are not open at all times. There must be jobs to fill before an examination is scheduled and applications are accepted. Agencies--not the Commission--decide how many employees to hire and when to fill jobs, subject to appropriations made by the Congress and controls exercised by management in the executive branch.²

When an agency has or expects to have vacancies and there is no existing list of eligibles for the jobs, the Commission may be asked to schedule an examination. When an examination is scheduled, an examination "announcement" is issued. It lists the title, duties, pay, location, and agency which has the job to be filled; the requirements of

¹

Ibid.

²

Ibid.

experience, training, and physical condition; the basis for evaluating the candidates; instructions as to how persons may apply; and the time limit for submission of applications. The announcements are widely distributed and the examinations adequately publicized to give qualified and interested citizens an opportunity to compete for the positions.¹

Those who submit applications within the time limit are then examined as prescribed in the announcement. A written test may be given--this is called an assembled examination because a group of applicants take a test in a central place at the same time. But for many jobs there is no written test. Applicants are rated on the basis of the experience and training they describe on their application forms. This is called an unassembled examination. Other examining techniques may be included--knowledges, skills, and personal characteristics may be measured through confidential inquiry to competent persons who know the applicants' work records, and the applicants may be examined in interviews in which their personal characteristics are measured.²

Commission Sends Names of Eligibles to Agencies
and Appointing Officer Makes Choice From Among
Top Three Eligibles

When an agency wants to fill a job by an original appointment, the appointing officer requests the names of people who are eligible for the job. The top three names on the appropriate register are referred to the appointing officer for consideration. He may then select one of the three. He may not pass over these three persons to select someone else, and he may not pass over a veteran on the list to select

¹

Ibid., p. 7.

²

Ibid.

a nonveteran without giving reasons for this action to the Civil Service Commission. The Commission then passes on the sufficiency of these reasons. If the Commission finds these reasons to be insufficient, the nonveteran may not be appointed.¹

Board of Examiners Hold Examinations, Rate Tests,
and Maintain Lists of Eligibles Under Commission
Supervision

Much of the actual work of announcing examinations, rating candidates, and maintaining lists of eligibles is done by Boards of Civil Service Examiners in the agencies. These boards are made up of agency personnel, nominated by the agencies and subject to Commission approval. The Commission trains board members, directs and supervises their operations, and inspects their work to make sure that they adhere to Commission standards.²

Boards of Examiners are established so that examinations will best meet the needs of individual agencies and candidates for employment will be available as soon as they are needed. About 800 boards now examine through competitive examination. The Commission conducts examinations for positions which are common to a number of agencies or for which it has been impracticable to set up boards of examiners.³

Career-Conditional Appointment Systems Assures
Stability, Flexibility of the United States
Personnel System

The career-conditional appointment system, which has been in

1

Ibid.

2

Ibid., p. 8.

3

Ibid.

effect since January 23, 1955, is designed to give the Federal personnel system the flexibility needed during expansions and contractions of the work force resulting from limited emergencies and to assure stability of the career service.¹

The system recognizes that not all those who accept Government employment intend to spend all of their working lives in public service and that the Government may not have continuing jobs for all those who may be employed at a given time, such as during an emergency. A conditional period of service enables employees to demonstrate their interest in careers in Federal Service and establishes the ability of the Government to provide reasonable assurance of continuing career opportunities.²

Career-conditional appointments are given to persons who pass open competitive examinations and are selected for continuing positions in regular order from Civil Service lists of eligibles. Career-conditional employees automatically acquire full career standing after a conditional period of three years.³

Career-conditional employees who meet qualifications requirements may be reassigned, promoted, transferred, or reinstated to other competitive examinations. In reductions in force, however, they rank below employees with full career standing. Thus, career-conditional employees enjoy benefits of competitive status, but not the tenure

1

Ibid.

2

Ibid.

3

Ibid.

rights reserved for those full career standing.¹

Agencies Authorized to Recruit Outside Civil
Service Lists Under Certain Conditions

The system takes into account the fact that there are always some jobs in the competitive service which cannot be filled on a competitive or continuous basis. There are times, for example, when an agency needs to fill continuing positions and the Commission does not have available a list of eligibles appropriate for filling the jobs. Or an agency may have an urgent need for a number of short-term workers for a project of limited duration.²

Two kinds of appointments are provided to take care of such situations. In the first instance, agencies may obtain permission from the Commission to make temporary appointments pending the establishment of a register. Persons given such appointments are subject to displacement when an adequate list of eligibles is established. In making temporary appointments, agencies must make certain that appointees at least meet minimum qualifications for the jobs. They also give preference to veterans. Hiring of this kind is subject to close inspection by the Commission.³

When it is necessary to fill strictly temporary jobs, agencies may obtain permission from the Commission to make job appointments for not to exceed one year. If appropriate lists of eligibles exist, they must be used. Agencies may make emergency appointments for not more

¹

Ibid.

²

Ibid., p. 9.

³

Ibid.

than one month without prior approval of the Commission. None of these appointments leads to career status.¹

Agencies Can Promote, Transfer, or Reassign Qualified Workers Without Prior Commission Approval

Career or career-conditional employees may be moved to other positions at the same or higher grades in their own different agencies without again competing with persons outside the Federal Service. For such shifting within the Federal Service, the Commission prescribes standards to assure that the candidate is qualified to do the job for which he is being considered. The standards specify the experience, training, and other qualifications persons must have to qualify for the jobs. Agencies have been given authority to determine whether individual employees meet these standards, and they can promote, transfer, or reassign their employees without prior approval of the Commission. The Commission inspects agency operations to make certain that the standards are observed. If violations of the standards are found, the Commission may revoke the agency's authority to act and require that the agency obtain specific prior approval of the Commission before taking such actions.²

Career Recruitment and Development

More than merit appointment and equitable pay are required to build and maintain a loyal and effective work force. Employees must be given opportunities for recognition and orderly development to sustain their interest in Federal Service.

1

Ibid.

2

Ibid.

The executive branch endeavors to meet these needs through an integrated career program which provides for--

Recruitment of promising young people who can develop in the career service.

Systematic planning to improve and make better use of needed employee skills and abilities.

Competitive promotion programs to improve the Federal Service, provide incentives for employees, and reward employees for efficient service.

Incentives to stimulate greater employee contributions to good management.

Improved employee morale and motivation.¹

Agencies Operate Own Programs for Career Development Under Commission Leadership, Guidance

The Commission has issued standards in these areas for the guidance of agencies. The Commission also sponsors and cooperates with agencies in these areas. Success of the programs, however, depends on agency action. The people affected are agency employees, hired by agencies, supervised by agencies, paid by agencies to do their work, and responsible to agencies for the results of that work. The Commission's responsibility is one of setting standards and checking to see that they are observed; of leadership, coordination, and research; and of working out methods that will make operation of the programs across agency lines both possible and effective.²

Federal-Service Entrance Examination Used to Recruit College-Caliber People

Modern Government requires a continuing supply of well-qualified new employees, especially people who are entering the labor market for the first time and give promise of fruitful careers in the public

1

Ibid.

2

Ibid.

service.¹

During 1955, the Commission launched an extensive recruiting program directed primarily to the nation's colleges. Its objective is not merely to fill today's needs, but to bring into the Federal Service highly qualified, career-minded people who have the potential to grow and develop within the service and become the career managers, technicians, and professional leaders of tomorrow.²

The program is built around the Federal-Service Entrance Examination which is used to fill a wide range of entrance-level, or trainee, positions in the career Civil Service. The multipurpose examination greatly broadens career employment opportunities and streamlines Civil Service selection techniques.³

Before the introduction of the FSEE, more than 100 examinations were used to recruit college-caliber people for Federal agencies. Most of these have been absorbed by the Federal Service Entrance Examination.⁴

Other Examinations Are Still Used to Fill
Some Highly Technical Positions

Although the FSEE is used to fill a very wide range of positions throughout the Government, some professional entrance-level jobs continue to be filled through special examinations announced under specific job titles, such as engineer, chemist, physicist, and accountant and auditor. The FSEE program was developed and is conducted

¹
Sixth Report to President Eisenhower from the Committee on
Government Contracts (Washington: U. S. Government Printing Office,
July 1, 1958 to September 30, 1959), p. 20.

²
Ibid., p. 21.

³
Ibid.

⁴
Ibid.

cooperatively by CSC and agencies working together at all levels.¹

Commission Studying Means of Improving
Federal Career Development Programs

The Government, like private enterprise, has found that sound career-development programs increase productivity and interest in continued employment. The Commission has issued standards under which agencies are expected to (1) provide orientation for new appointees, (2) give any special training employees may require to do their work as it needs to be done in that agency, (3) stimulate individual employee self-development, (4) transfer and promote employees in accordance with standards set by the Commission, and (5) develop supervisory and management personnel.²

The Commission is especially interested in the development of more effective supervisors and management personnel because their actions and attitudes are known to determine to a large extent the actions and attitudes of other employees.³

The Commission is also interested in encouraging agencies to develop sound promotion programs for their employees. It does this through issuing standards for promotion actions, by inspecting promotions made, and by making suggestions to agencies on the methods of improving their promotion systems.⁴

Incentive Awards Encourage Employees to
Contribute to Efficiency, Economy

An effective means of encouraging and rewarding valuable employee ideas and superior accomplishment is provided by the Government Employees' Incentive Awards Act, which became effective on November 30,

¹
Ibid.

²
Ibid.

³
Ibid.

⁴
Ibid., p. 22.

1954. The purpose of the incentive awards program is three-fold: first, to improve Government operations through the good ideas and superior performance of Federal employees; second, to increase employee satisfaction by recognition of their contributions to improve Government operations; and third, to increase the prestige of the Federal Service by having more people, both in and out of Government, informed on the many superior achievements and outstanding ideas of Federal employees.¹

Under this program, agencies may make awards up to \$5,000 where they are warranted by the value of an employee's contribution. In cases of highly valuable suggestions, inventions, or superior accomplishment, individual awards may be as much as \$25,000, with approval of the Commission, Special awards may be made by the President for exceptionally meritorious service.²

During its first 19 months of operation, the program produced more than 433,000 employee suggestions, of which more than 144,500 were adopted by Federal agencies. In addition, nearly 26,900 employees received awards for superior performance. The value to the Government of these adopted suggestions and superior performance awards exceeded \$142,823,300 and employees received more than \$7,412,100 in awards.³

Agencies Develop Own Employee Relations Programs
Under Commission Standards

Successful employee-relations programs improve morale and increase the value of the work force by making employees aware that their work is valuable to the agency, that their well-being is of concern to management, and that their rights are not disregarded. Employee

¹ Ibid.

² Ibid.

³ Ibid.

relations programs in Federal agencies are designed to:

Keep employees informed of the mission and accomplishments of the organization and of their place in it.
Provide for consideration of employee views when personnel policy is decided.
Permit fair decisions on employee grievances and complaints.
Maintain the best possible working conditions.
Give employees guidance in solution of their work problems and of personnel problems that may affect their work.
Recognize the proper role and contributions of employee organizations.¹

The Commission establishes general standards for the guidance of agency employee-relations programs, and it reviews and approves agency grievance procedures. The Commission has been giving added emphasis and increased attention to the development of better management-employee relations in the Federal personnel system. Its programs provide for closer contact between the Commission and employee organizations to assure that employee points of view are given consideration in the development of new personnel policies and procedures. Background briefings on important Commission actions and proposed actions are scheduled from time to time. An important part of the program is the development of additional materials and channels for disseminating important information to employees and employee representatives. For example, the Commission is publishing a series of Federal Employee Facts leaflets which are made available to agencies for distribution to employees to increase employee understanding and appreciation of the career service. And a monthly Federal Employee News Clip-sheet is distributed to editors of agency employee publications.²

1

Ibid.

2

Ibid.

Interpretation of Data

On January 18, 1955, former President Dwight D. Eisenhower issued Executive Order 10590 which stated that "it is the policy of the United States Government that equal opportunity is to be afforded all qualified persons consistent with law, for employment in the Federal Government; ...and this policy necessarily excludes and prohibits discrimination against any employee or applicant for employment in the Federal Government because of race, color, religion or national origin. ..." To implement that policy, the order made two important provisions. It made the head of each department and agency responsible for making the policy effective in civilian personnel matters and it created the President's Committee on Government Employment Policy to assist the agencies in meeting their responsibilities under the order.

From the data collected by the writer, which have been presented in detail in the preceeding pages, will be interpreted in detail in the pages that follow.

The year 1962 can bring the United States and the country the best qualified persons in the annual competition for a share of the nation's most talented young Negro students - if! The "if" centers on the extent to which Federal agencies plan and organize to meet their manpower needs, on their participation in the Government-wide recruitment and hiring efforts, and, above all, nondiscrimination within the agencies.

A variety of indicators forecast the possibility of unprecedented success in securing Federal employment for Negroes this year, despite the fact that competition among qualified persons or applicants in the annual stakeout of the country's campuses will be intense. But success

in getting employed with the Federal Government won't be automatic; Government efforts and resources for recruitment and hiring will have to be fully mobilized and committed on the part of the recruiter, if Uncle Sam is to get America's "most wanted" young men and women.

Principal factors weighing in favor of a banner year, insofar as Negroes are concerned, for Government recruitment and hiring are the current supply and demand picture and improvements in what the Federal Service has to offer, the requirements for employment, how these jobs are filled, the FSEE, and the developing recognition of the Government as a good employer.

The awakening period for the Negro for Federal position is becoming more and more pronounced. This is due primarily because of the discrimination difference in the past and now. Another difference from the past will be in the attractions of the Federal Career Service - improvements in starting salaries, the fringe benefits package, and other things of importance to Negroes starting their careers. These strengthen the Government's appeal as a potential employer. The general salary increase authorized by the Congress in July, 1960, coupled with the above minimum recruitment rates authorized in shortage categories, will put Uncle Sam in a much more favorable competitive position in bidding for the services of this year's graduates. Add to this picture the extra appeal Government has (but has not always capitalized on) - the nature of the work itself. The opportunity to participate in and contribute to important programs affecting all the people, properly emphasized, should attract many outstanding young career-seeking Negroes, especially as a change in administration focuses greater attention on Government and its programs.

Although for some years a few agencies have conducted highly effective recruiting programs to meet their particular needs, especially in the contest for scarce scientific and engineering skills, it is the reasoning of the writer, that the introduction of the Federal Service Entrance Examination in 1955 marking the turning point of the Government's campus recruiting operations. The pattern for Civil Service Commission and agency partnership in a truly Government-wide operation was blueprinted by the FSEE and provided a firm foundation for subsequent cooperative efforts.

A significant development has been the fixing of responsibility for recruiting within organizations. This has been done by the Commission and by a number of agencies. Among the important benefits of this increased attention to the recruiting function have been greatly strengthened college-federal liaison, valuable interchange of information, progress toward professionalization of Federal employees, much more attractive and effective recruiting literature, a better definition and understanding of the respective roles of the Commission and agencies in college recruiting - and greater increased student interest in career opportunities in the Federal Service.

A brief word on several of these developments is in order. One thing the Commission recognized early in its efforts to improve Government's recruiting position on the campus was that the recruiting agency couldn't sell students on careers in Civil Service until they had sold those whose opinions most influence the career decisions of students - education and appointing officers. This was done on a nondiscriminatory basis. Therefore, the recruiting agencies concentrated on strengthening liaison with college officials and sought their counsel. The effort

has paid real dividends.

A measure of the progress the Federal Service has made is the gradually increasing student response to announcement of competitive examinations. The number of applicants who have taken the Federal Service Entrance Examination rose from about 80,000 in 1956 to almost 100,000 in 1960, while the number hired through that examination jumped from 5,200 in 1956 to more than 7,000 this past year. To date, nearly 30,000 persons have come into Government via the FSEE.

It is the writer's interpretation the purpose of the Civil Service Commission in the recruitment and hiring the ablest persons to Federal positions, regardless of race, creed, or color, can be said as follows:

The CSC must put into our thinking a definite plan for the recruitment into the Federal service each year of thousands of the very ablest young Negro men and women of each college graduating class. They must be recruited not for jobs but for careers, and the CSC must plan these careers in such a way that their own capacity for growth, their own aspirations, and their own dreams are taken into account. The writer believes that now is the time to adopt widespread career planning for civil servants - planning which progresses from the day that the oath of office is first taken to the day some 30 or more years later when responsibilities are passed on to someone else. The greatest contribution the Civil Service Commission can make to the nation, in these dangerous times when our very survival may depend on the effectiveness of our Government, is to assure that Uncle Sam gets and keeps a highly capable career work force.

These combined formulate the efforts made by the Federal Government to focus attention of appointing officers on the availability of

competent Negro applicants, thus, possibly resulting in a wider employment of Negroes; and, also, efforts made in causing Negroes to become more alert to the growing importance of a well-rounded education as a general job requirement.

CHAPTER III

SUMMARY, CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS

Summary

"Hiring for careers, not for jobs." Is it a slogan, a gimmick, a passing fancy...or a way of life for the Federal Service? The answer depends upon how well the purposes, the possibilities, and the techniques of career recruiting and career planning are understood and practiced throughout the Federal agencies.

Career recruiting means two things: selecting applicants who demonstrate ability to develop and serve ultimately at levels considerably above their entrance levels, and offering them employment for careers--not just jobs.

Along with other progressive employers, the Federal Government has been putting much greater emphasis on career recruiting in recent years. But delivering what is promised in career recruiting does not happen automatically. It requires many things--activities, attitudes, programs--all interrelated and affecting all levels of the organization. There must be new or different objectives and approaches recognized and accepted by people at various levels of responsibility. And, above all, the development of proper attitudes must not be left to chance.

With the passage of the Government Employees Training Act of 1958, training, as an essential ingredient of career planning in the Federal

Service assumed new stature. But training, while certainly a major factor in career development, does not provide all the answers. Like merit promotion, it is one of several necessary parts of an integrated career program. It is the writer's purpose here to evaluate aspects of such a program.

Why Does The Federal Government Promise Careers?

A clear understanding of why the Federal Government promise careers is essential at the outset. They do so because they believe that career staffing best serves the needs of management in modern Government, not merely because they believe it is what quality recruits want to hear. They must keep their promise for the same reason. The element of employee satisfaction is one aspect of their obligation, of course, and a very important aspect; but the Government's need is paramount.¹

Responsibilities Within Agencies Management Must Set The Pace

Of primary importance is the attitude and policy framework established by top management. Management at the highest level must spell out what they hope to gain from career recruiting, where they want it used, and how it should be used in relation to programs that have a bearing on it. There must be complete understanding as to how career recruiting, if properly implemented, will affect agency organization and activities. Career recruiting must be recognized as being appropriate for some kinds of jobs, some types of employees, and some parts of the organization, but not for others. There must be an awareness that

¹

C. Mansel Keene, Civil Service Journal, Chief, Standards Division, Vol. 1, No. 3 (January-March, 1961), p. 5.

it is no more a cure-all for management problems than are a host of other things that have been tried, but that when used in proper perspective and with appropriate understanding it can be a very valuable management device. Most of all, top management must have a sensitive awareness that in using career recruiting, just as in other areas of organizational activity, top management's opinions, insights, and understanding (or lack thereof) concerning its implications will be left in one way or another through all levels of the organization.¹

The Employment Survey

To ascertain how best to implement the policy of nondiscrimination in Federal civilian employment, the President's Committee functions as a research center. It meets its responsibility of keeping well informed by stimulating a constant flow of information from the agencies on various aspects of the program, which is useful in evaluating progress. Moreover, the Committee was given the authority to "make such inquiries and investigations as may be necessary to carry out its responsibilities."²

Shortly after its establishment in 1955, the Committee decided that it could gain a better concept of the task before it if some knowledge could be obtained of the extent to which members of minority groups were being employed by the Federal Government. Some type of Survey seemed to be indicated.³

¹
Ibid.

² Second Report of the President's Committee on Government Employment Policy (Washington: U. S. Government Printing Office, April, 1958), p. 8.

³
Ibid.

The first report noted the difficulties encountered in this undertaking (for example, no records are kept by the Federal Government of race or religion, a policy with which the Committee agrees) and set forth the reasons why the survey was finally limited to five key cities and to count of only the Negro-Americans employed. The five cities selected were Washington, Chicago, Los Angeles, St. Louis, and Mobile, which were chosen on the basis of their geographical locations, their large minority populations, and the fact that they included approximately 17 per cent of all Federal employees.¹

All of the information requested in the survey was in the Committee's hands by the fall of 1956, and was then translated to IBM cards so that various types of tabular information could be mechanically computed. The Committee then had available information as to the total number of Negroes employed, the distribution of those employees as to "white-collar" or "blue-collar" jobs, the grade level and job description code of each employee, the number of these employees in supervisory positions, and the total employment of persons working in the units surveyed. This information was received from each individual agency involved in the report. The findings could therefore be examined either on the basis of the individual agencies or by total results; by individual cities, or by all the cities surveyed in combination.²

Some of the basic findings of the survey were released to the press in December of 1956. They received wide publicity. Three months later a more detailed summary of the findings was incorporated in

¹

Ibid., p. 9.

²

Ibid.

graphic form and published in a pamphlet for general distribution.¹

The completed survey revealed that Negro-Americans comprised 23.4 per cent of the total employment of the agencies reporting in all five cities combined. In appraising the characteristics of the total Negro employment pattern, the Committee found that 42.7 per cent of these employees were in the "white-collar" or classified jobs, while only 31.1 per cent were in the so-called "blue-collar" jobs. Most of the remainder were in Post Office employment. In the case of the "white-collar" employees, the survey revealed that 85 per cent of the Negro employees were working in the lowest four grades, whereas 33 per cent of the non-Negro employees were in these grades. Five per cent of all Negro employees had varying degrees of supervisory responsibility.²

In interpreting these results for purposes of planning its own program, the Committee has been aware of the danger of generalizing from specifics. Essentially the survey was a sample, involving five cities and embracing about 17 per cent of all Federal employment. Within this sample, several conclusions were fairly justified. The first was that Negroes are being employed by the Federal Government in far more than any "token" sense; in some areas and agencies the percentage was very substantial. Second, in terms of the classification of these employees, the largest single group consisted of "white-collar" employees working in office positions. Third, however, the great majority of these "white-collar" employees was in the lowest four classification grades, performing clerical duties; few of them were in the

1

Ibid.

2

Ibid.

higher administrative, professional, or technical jobs. The survey was therefore valuable to the Committee in giving it further insight into that phase of the nondiscrimination policy concerned with the employment of Negroes.¹

Because of the complexity of the problem, bare statistics may not disclose the full picture. Other factors such as the availability and the qualifications of applicants must be considered. But the survey seemed to indicate that if discrimination is a significant factor in Federal employment in these five cities, its effect has been more to prevent the upgrading of qualified Negroes than to exclude them from initial employment in the lower grades.²

More than this, however, the survey provided the Committee with factual data on the employment patterns of the agencies in five important areas, which the Committee has utilized in yet another way. This material was broken down into charts so that agency employment patterns could be examined in detail. Individual consultations were then held with the appropriate officials at the Washington offices of the agencies to discuss the findings, and, where necessary, point out those situations in which the patterns indicated the desirability of investigation. In the case of these questionable situations, suggestions were made as to how they could be further examined and corrected for any element of discrimination which might obtain.³

¹
Ibid., p. 10.

²
Ibid.

³
Ibid.

Conclusions

The conclusions of the present study are specific answers to the questions implied or posed in the statement of the purposes of the research.

1. (a) The United States Department of Labor reports that the Federal Service Entrance Examination is an important part of the recruiting program, which is a multi-purpose examination announced annually to fill beginning professional positions in some 60 occupational fields in many Federal agencies. The United States Civil Service Commission reports that civil-service positions are filled from lists containing names of people who have passed the examination for jobs in a particular field. The President's Committee on Government Contracts reports that this examination is open to college juniors, seniors, and graduates, regardless of their major field of study, as well as to persons who can qualify on the basis of experience alone or through a combination of education and experience.
1. (b) The United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts report that the Government seeks the best-qualified worker for each job to be filled. This is done in a practical and fair way by holding competitive examinations open to all and selecting new employment from among those who rank highest in the examinations.

1. (c) The United States Department of Labor states that many Government agencies offer students an opportunity to try to get into the Federal Service before graduation. The Committee on Government Contracts reports that such programs enable students to get practice on-the-job experience and decide if they would like to make their careers in public service. The Civil Service Commission reports that these positions are filled through the Student Trainee examination, which is a written test that provides eligibility for five years or until graduation from college.

Starting salaries range from annual rates of \$3,500 to \$4,040 depending upon the student's academic level. Trainees are ordinarily paid only for the periods of on-job training, not while attending college.

1. (d) The United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts agree that the Government has developed a well-rounded career plan for its employees. The foundation of the plan is the Career-Conditional Appointment System under which relative rights and privileges in such matters as promotions, transfers, reemployment, and retention in reductions in staff are determined. The appointment system takes into account the fact that not everyone who enters Federal employment intends to spend all of his working life in public service and that the Government may not have continuing jobs for all those who are employed at a given time, such as during an emergency.

Thus, it accords more and greater rights and privileges to employees with full career standing than to those who have not met all requirements as careerists.

1. (e) The United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts reports that the Federal Government forbids discrimination because of race, religion, or national origin, both in Federal employment and by private employers working on Federal contracts. The task of eliminating discrimination in the personnel practices of the Federal Government is a considerable one. In regard to the employment policies, making distinctions on the basis of race, religion, and other minority identifications has too long been permitted by tradition and, even now, is approved by the law of some states, although not by the Federal Government. These and other factors have contributed to practices of discrimination committed by willful act or indulged by acquiescence.

1. (f) The United States Department of Labor and the President's Committee on Government Contracts report that the United States Civil Service Commission has assumed many responsibilities in Federal personnel management concerning the many agencies and their programs. Their opinions are the same as that of the Civil Service Commission, whose primary objective is to recruit the best qualified workers for the executive branch of the Federal Service.

Among projects which the Secretary of Labor says could

contribute substantially to the effectuation of the Federal nondiscrimination program in Federal agencies are the following:

- (1) Regular surveys of all Federal employment, in civilian establishments, to show current patterns of minority group employment, participation in training programs, and methods used to recruit for, and fill, jobs;
- (2) Appointment of full-time employment policy officers in all executive departments and major agencies, and the appointment of full-time contracts compliance officers in the principal contracting agencies, all to be thoroughly trained, by or under the supervision of the President's Committee on Equal Employment Opportunity, in the objectives, problems, and techniques for effectuating the Federal policy of nondiscriminatory employment;
- (3) Expansion of the program of the former Committee on Government Policy of conducting conferences in various locations with local administrators, employment policy officers, and appointing officers to explain the Federal program of nondiscriminatory employment and discuss the problems involved and the techniques for overcoming them.

1. (g) The United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts report that more than merit appointment and equitable pay are required to build and maintain

a loyal and effective work force. Employees must be given opportunities for recognition and orderly development to sustain their interest in Federal Service.

The career recruitment and development agencies endeavor to meet these needs through an integrated career program which provides for ...

- (1) Recruitment of promising young people who can develop in the career service.
- (2) Systematic planning to improve and make better use of needed employee skills and abilities.
- (3) Competitive promotion programs to improve the Federal Service, provide incentives for employees, and reward employees for efficient service.
- (4) Incentives to stimulate greater employee contributions to good management.
- (5) Improve employee morals and motivation.

2. According to the United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts, many efforts have been made by the Federal Government to focus the attention of appointing officers on the availability of competent Negro applicants, thus, resulting in a wider employment of Negroes. These appointing officers state that when new opportunities in training or employment are made available to Negroes, there is often a dearth of qualified Negro applicants. Part of the problem is a lack of applicants resulting from the unwillingness of many Negroes to apply for jobs that have traditionally been closed

to them or a lack of knowledge of such new openings. Another facet of the problem is a lack of adequately trained Negroes resulting from a shortage of training opportunities or lack of motivation on the part of Negroes to take training for jobs that may not be available to them.

The appointing officer's area of choice is limited, however. The Civil Service Act of 1883 and other laws lay down the primary conditions for a merit system which requires appointing officers to select employees from among persons who have been found qualified for the work, regardless of race.

The merit system is designed to provide (1) the best qualified available personnel for the Government Service, (2) equal opportunity for all interested citizens to be considered for Federal jobs on the basis of their qualifications and suitability for the work to be done, and (3) continuity of service through periodic changes in political administration.

But the goal of equal employment opportunity is still far from achievement. Efforts of the Federal Government to promote nondiscriminatory employment by appointing officers and Federal agencies have not generally been effective in overcoming resistance to hiring Negroes in any but the lowest categories. Although opportunities for employment by the Federal Government have increased in recent years, the Civil Service Commission's nine-city survey disclosed a disproportionate number of Negroes in the lower Classification Act positions and a concentration of Negroes in the unskilled Wage Board jobs. Similarly, investigations in Atlanta revealed examples of racial

discrimination in the form of "underemployment," outright refusal to employ, and exclusion from company-sponsored training programs by Government appointing officers.

3. According to the United States Department of Labor, the United States Civil Service Commission, and the President's Committee on Government Contracts, many efforts have been made in motivating Negroes to become more alert to the growing importance of a well-rounded education as a general job requirement.

The President's Committee on Government Contracts has called for a nationwide series of local programs to stimulate the youth of minority groups to acquire skill for the increasing variety of job opportunities opened to them the Committee has found, in its work for the elimination of racial and religious discrimination in employment on work performed under Government Contracts, that the lack of qualified members of minority groups is one of the factors which retard the extension of equal job opportunity.

The United States Department of Labor indicates that although the occupational levels attained by Negroes have risen sharply during the past 20 years, Negro workers are still disproportionately concentrated in the ranks of the unskilled and semiskilled in both private and public employment. They are also disproportionately represented among the unemployed because of their concentration in unskilled and semiskilled jobs --those most severely affected by both cyclical and structural unemployment--and because Negro workers often have relatively low job seniority. These difficulties are due in some degree

to past discrimination in employment practices, in educational and training opportunities, or both. Therefore, the Department of Labor urges Negro youth to try to get as much education and training as possible because this is a general job requirement.

The United States Civil Service Commission suggests that to overcome the lack of qualified minority group applicants when new job opportunities are opened, affirmative action is often necessary to encourage them to take the necessary training and education, to inform them of training and employment opportunities, and, by appointing or employing them in non-traditional jobs, to demonstrate that employment opportunities do exist. The Commission currently is placing emphasis on encouraging minority group members to become more active competitors in the merit examining programs in order that they may be in line for Federal career opportunities, with the prerequisite being a well-rounded education and training.

Implications

Below are the objective principles that are isolated and formulated to job opportunities implications derived from the data found in this research for use, at the local level, as bases for long-range planning in vocational counseling:

1. It would appear that the effectiveness of guidance and counseling in high schools can no longer be measured chiefly by the number of scholarships won by youth for college, such has served as the primary criterion of successful guidance and counseling in much of Negro education. The extent to which Negro youth in Southern localities succeed on Civil Service Examinations and are placed in Southern Government offices and in Southern industry in skilled jobs and occupations must

serve also as important criteria of effective guidance and counseling. An increasing number of new job opportunities are becoming available to Negroes as result of Executive Order 10925 and social reorganization in the South. Negro youth must be prepared to pass Civil Service Entrance examinations and be channeled into Federal Government agencies located in the South and into private firms holding Government contracts.

2. Educational programs must be reviewed, adjusted and revised to continuously meet manpower needs accompanying the changing occupational composition of the South; and as these occur, young Negroes must be prepared to adjust and to fill them.
3. Knowledge of changes that are occurring in the economy both from the standpoint of occupational outlook in general, as well as new job opportunity for Negroes growing out of social reorganization, is essential for Negro youth; change is dynamic and youth must be prepared, with breadth and flexibility, to expect change and new opportunity and be able to adjust to them. This suggests the broadest type of training possible to meet the requirements of a technical age as well as the development of special skills in preparing for particular occupations.
4. The need for new and better programs in guidance, counseling and job placement programs is critical. For example, "career days," which have served primarily as public relations devices for Negro schools, must be re-considered in relation to more substantive and important year-around, bona-fide guidance and counseling for non-college bound youth.
5. Vocational and technical training must be given new status in southern education; the "stigma" given programs in these areas as special places for problem students must be removed. Negro education must place vocational and technical training in perspective relative to technological change, manpower requirements in the labor markets and expanded employment and job opportunity. Those responsible for the education of large numbers of Negroes will not serve the interest of the nation, the economy of the South, nor the interest of the Negro by perpetuating vocational training along lines that lead to "traditional Negro jobs." Change in vocational and technical courses offered Negroes must occur if Negro youth are not to be handicapped in competing for industrial and commercial jobs by having fewer years of schooling as well as training which is antiquated in terms of present and future manpower requirements.
6. The South, southern educators and school boards, must face squarely the central economic implication involved in failure to meet demands inherent in Negro manpower development for the labor markets. Not only will uneducated and unexperienced Negro manpower continue to contribute to labor surpluses, the

very heart of the South's economic problem, but the drain on urban economies in supporting underdeveloped Negro manpower will impede the progress of southern economic growth and development.

7. Responsibility for meeting the suggested challenges do not rest solely with educators but Negro leadership in southern localities must assume a greater role and take more initiative in working with school authorities and systems to secure improvements in vocational and technical training for non-college bound youth as well as working to improve upon job opportunity for Negroes.
8. The lack of motivation on the part of many Negroes to improve their educational and occupational status is a basic problem that contributes to the limited extent and type of Negro employment in the Federal Service.
9. Negroes continue to swell the ranks of the unemployed as technological changes eliminate the unskilled or semiskilled tasks they once performed. Many will be permanently or chronically unemployed unless some provision is made for retraining them in the skills required by today's economy.
10. The vicious circle of discrimination in employment opportunities is clear: The Negro is denied, or fails to apply for, training for jobs in which employment opportunities have traditionally been denied him; when jobs do become available, there are consequently few, if any, qualified Negroes available to fill them; and often, because of lack of knowledge of such newly opened opportunities, even the few who are qualified fail to apply.
11. Some progress has been made in providing increased training and employment opportunities for Negroes. Through the efforts of the former Committee on Government Contracts, opportunities were made available to Negroes - even if sometimes only on a "token" basis - in nontraditional jobs, including office clerical, technical, and professional positions.
12. It is clear, that even if employment opportunities were made equally available to Negroes, their occupational status would not be greatly improved. Discrimination in education, training, and referral, whether by employment offices or by labor organizations, must first be overcome.
13. Indications are that the establishment in 1961 of the President's Committee on Equal Employment Opportunity, with its prestige and broad authority, will bring considerably more progress. The requirement of "affirmative action" by Government officials in adopting a nondiscriminatory employment policy, for example, should do much to overcome lack of motivation on the part of minority group members and should eventually elicit from them more applications for "nontraditional" jobs.

The Civil Service Commission's current educational program should accomplish similar results in Federal employment. The new Committee's efforts to work with other Federal agencies in the fields of training and recruitment are also hopeful signs.

14. Perhaps the greatest need for future Federal action, however, lies in the area of training. The Department of Labor survey revealed that without adequate training opportunities, the goal of equal employment opportunity can never be achieved. Unless the Federal Government takes an active role in providing vocational counseling and education, Negroes will continue to suffer the economic and legal deprivations of the past.
15. The need for training and retraining has been emphasized by the demands of today's economy. Discrimination in Federal agencies is a waste of human resources which this nation can ill afford, particularly during an era when it is being challenged to develop to the utmost all the human and material resources at its command.

Recommendations

Several of the recommendations stemming from this study are worth noting:

1. Emphasize recruitment efforts and recruit vigorously in fields in which the greatest future demand will exist.
2. Increase Government training programs, as necessary, to meet manpower requirements for scientific and technical personnel.
3. Emphasize recruitment of subprofessional personnel for technical occupations in which manpower requirements are increasing rapidly.
4. Step up programs to inform schools, colleges and universities, and the public generally, of Federal manpower requirements.
5. Keep executive and legislative branch policymakers informed as to needs for other action.
6. If the responsibility for planning and conducting the agency's recruitment program has not been specifically assigned, this should be done. Give careful attention to the selection and training of recruiters, and back them up with sufficient resources to enable them to do a job.
7. Make sure every agency recruiter appreciates his role as the representative of all of the Government. Although agency recruiters must be primarily concerned with the needs of their agency, applicants see them as representatives of the

Government as a whole. To the extent that all recruiters represent Government well, all will benefit. In fact, the distinction of representing the nation's Number One employer is regarded by many college placement officers as an important intangible advantage Federal recruiters have over their competitors from industry.

8. Sharpen recruiting appeals to known interests of prospects. Studies show that college-trained people are more interested in such things as opportunity for advancement, training and career development programs, and the nature and challenge of the work itself than they are in retirement programs, leave, and fringe benefits. Moreover, while pay is a matter of high interest, it does not necessarily override all others. The opportunity for worthwhile service to all the people has great appeal to many outstanding young people who are idealistically motivated.
9. Participate with the Commission and other agencies in cooperative efforts such as the long-range educational effort to enhance the prestige of Federal work and workers, Federal career days, and the exchange of beneficial information through the Civil Service Recruiter, workshops, conferences, etc.
10. Reduce the timelag between interview and job offer. Make full use of existing authorities for "on-spot" hiring, selective certification, offering higher starting pay under the "quality" graduate policy, etc.
11. Develop active high school informational and recruitment programs, providing for participation by field installations throughout the country.
12. Develop and distribute attractive and informative recruiting literature and visual material of professional caliber.
13. Continue to develop and maintain effective working relationships with college officials.
14. Expand and improve the use of student trainee and summer employment programs in nontechnical as well as technical fields. Such programs have proved most effective in generating interest in careers in Government, not only by the summer employee and student trainee but also by their fellow students.
15. Consider the advantages of providing summer employment for high school and college faculty members.
16. Sustain continuity in recruitment programs through campus and high school visits and contacts with school officials even when not actively recruiting.
17. Don't overlook smaller colleges as the source of potential

recruits. Some agencies have had considerable success in recruiting top-caliber people by concentrating on schools bypassed by employers who visit only the prestige schools and larger institutions.

18. Counselors, appointing officers, and teachers should try to motivate youth in attaining more education and professional training.
19. The Committee on Equal Employment Opportunity should have the authority to encourage and enforce a policy of equal employment opportunity in all civilian Federal employment, and employment created or supported by Government contracts and Federal grant funds.
20. The Committee on Government Contracts should set up a program to promote and enforce a policy of equality of opportunity in the availability and administration of all federally assisted training programs and recruitment services so that more and better job opportunities will be available to Negroes.
21. The President should issue an Executive Order making clear that employment supported by Federal grant funds is subject to the same nondiscrimination policy and the same requirements as those set forth in Executive Order 10925 applicable to employment by appointing officers.
22. The United States Civil Service Commission should take appropriate measures to encourage the fullest utilization of the nation's manpower resources and to eliminate the waste of human resources inherent in the discriminatory denial of training and employment opportunities to minority group members.
23. The Department of Labor should expand and supplement existing programs of Federal assistance to vocational education and training by providing better facilities and more funds for Negro youths.
24. The Federal Government should provide for the retraining as well as training and for funds to enable jobless workers to move to areas where jobs are available and their skills are in demand.
25. The educational opportunities for Negroes should be increased so that they will not be at a disadvantage when taking the Federal Service Entrance Examination.
26. The Government should place more emphasis on appointing officers to see if they are actually selecting the "best-qualified person for the job."
27. Providing that, as a condition of Federal assistance by the

Federal Government, all Federal agencies and their programs should be administered by or on a nondiscriminatory, non-segregated basis.

28. Congress should amend present regulations regarding admission to vocational schools under the Student Trainee System, and to amend that the admission be based on present and probable future national occupational interest rather than, as presently interpreted, on traditional and local needs and opportunities.
29. In order to encourage the fullest utilization of the nation's manpower resources, Congress should pass an act to provide for equality of training and employment opportunities for youths, and particularly minority group youths, to assist them in obtaining employment and completing their education.
30. The Government should assist youths in obtaining employment and completing their education. This can be done through:
 - (a) a system of federally subsidized employment and training made available on a nondiscriminatory basis; and,
 - (b) the provision of funds for special placement services in the schools in connection with part-time and cooperative vocational education programs.
31. The United States Civil Service Commission should encourage all individuals, regardless of race, to train for and apply for Federal jobs, and particularly those jobs where there is currently a shortage of qualified applicants.
32. The Federal Government should make known publicly, the availability on a nondiscriminatory basis, of jobs in the Federal Government and with appointing officers.
33. Steps should be taken by the President and Congress, to reaffirm and strengthen the Committees on Equal Employment Opportunities, in rendering recruitment and placement services, of encouraging merit employment and assisting minority group members in overcoming obstacles to employment and in obtaining equal job opportunities.
34. The Secretary of Labor should grant Federal funds for the operation of State employment offices only to those offices which offer their services to all, on a nonsegregated basis, and which refuse to accept and/or process discriminatory job orders.
35. The Federal Government should put more emphasis on the required nondiscrimination notice being properly posted.
36. The appointing officers should include the nondiscrimination clause in appropriate subcontracts, and make arrangements for

the distribution of the nondiscrimination poster to subcontractors.

37. The appointing officers should have a policy designed to eliminate discrimination and have this policy communicate to those responsible for implementing it.
38. The Government should have evidence that all Federal agencies have employed or offered training to all qualified persons without discrimination as to race, religion, or national origin.
39. The Civil Service Commission should evaluate inquiries on pre-employment application forms.
40. The Government should see to it that there should be a job or jobs for which people are being hired or upgraded or admitted for training during the period of complainant applied. There should be some persons hired who applied on or after the date on which the complainant applied.
41. The appointing officer should apply the standards of hiring, upgrading or training equally to all employees or applicants for employment, including the complainant.

If these recommendations are followed, the writer is certain that Federal recruiters will achieve greater success in their hunt for America's "most wanted" young men and women - in this year's campus stakeout and those in the years to come.

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A P P E N D I C E S

APPENDIX A

The following examples are listed as illustrations of actions taken since April of 1956 by various departments and agencies in the handling of complaints and in the use of training programs and materials. These actions were initiated by the agencies, and are cited here as typical of those activities which the President's Committee believes do much to strengthen the nondiscrimination policy.

Corrective Action Under the Complaint Procedure

A defense establishment found that a supervisor in a field organization had practiced racial discrimination in his promotional policy. The complainant was given the next available promotion, and the supervisor was transferred to a nonsupervisory position.

A bureau of one of the major departments found that the superintendent of one of its training schools had disrupted the morale of his staff by discriminatory remarks and actions. The superintendent was dismissed from his job.

An employee of a major department complained that facilities in a field office were assigned on a segregated basis. Investigation revealed that the employee had been given this erroneous information by a fellow employee. Administrative action was taken to make clear that all facilities were for the common use of all employees.

An applicant for employment in a branch of a large Government department alleged that he failed to receive an appointment because of discrimination on the part of the branch head. Investigation disclosed that there was considerable evidence that the complainant had been passed over because of his racial identity. The branch head was directed by his superiors to appoint the complainant to the next vacancy for which he was qualified and available.

Two employees in a field office of a large agency filed a complaint that because of racial discrimination they were assigned to undesirable basement space and denied promotional opportunities. Investigation of this complaint by the agency resulted in improvement of working conditions and promotions of both employees.¹

¹

Second Report of the President's Committee on Government Employment Policy, 1958. p. 18.

Training and Education

The Department of the Army revised the section of its supervisory training program which deals with the nondiscrimination policy to bring it completely up to date. This training unit now provides a 2-hour discussion course on the philosophy and implementation of the policy.

The Department of the Navy now has a discussion of the nondiscrimination policy in its 2-week concentrated course on management training. Supervisors from all areas of the Navy's operations are given the course in Washington, D. C.

The Department of the Air Force has made training in the nondiscrimination policy an integral part of its mandatory supervisory training program.

The Department of Agriculture issued a special guide to supervisors on developing understanding of the nondiscrimination policy.

The General Services Administration added a section on the nondiscrimination policy in its training guide on techniques of day-to-day supervision.

The Veterans' Administration prepared a special training pamphlet on the nondiscrimination policy for regular use in discussion sessions with supervisors.

Thirty-four agencies distributed copies of the Committee's pamphlet, "Human Relations in Federal Employment," to key supervisory personnel.¹

¹

Ibid.

TABLE I

DISPOSITION OF COMPLAINTS OF DISCRIMINATION IN THE FIFTH REGION REFERRED TO
THE COMMITTEE FOR REVIEW AND AN ADVISORY OPINION BETWEEN
MAY 1, 1956, AND JANUARY 18, 1958

Disposition	Failure of Appointment		Failure of Promotion		Separation		Other**		Total
	Negroes	Others*	Negroes	Others*	Negroes	Others*	Negroes	Others*	
Discrimination found	2	. . .	17	. . .	1	20
No discrimination found but corrective action recommended	2	. . .	2	. . .	2	. . .	3	. . .	9
Finding of no discrimination made	2	. . .	16	2	15	2	11	3	51
Total	6	. . .	25	2	18	2	14	3	70

*Includes complaints from 3 Jews, 2 Seventh-Day Adventists, 1 Catholic, and 1 Caucasian.

**Includes complaints regarding types of assignment, hours of duty, etc.

¹Includes a complaint from a white man with Negro wife.

TABLE II

DISPOSITION OF COMPLAINTS OF DISCRIMINATION REPORTED TO THE COMMITTEE
BETWEEN MAY 1, 1956 AND JANUARY 18, 1958

Disposition	Failure of Appointment		Failure of Promotion		Separation		Other**		Total
	Negroes	Others*	Negroes	Others*	Negroes	Others*	Negroes	Others*	
Corrective action taken	8	1	10	. . .	9	. . .	19	6	53
Complainant satisfied with explanation	13	2	12	. . .	4	. . .	14	. . .	45
Complainant failed to prosecute complaint	13	. . .	1	1	9	. . .	2	2	28
Finding of no discrimination made	42	4	42	1	22	4	23	7	145
Total	76	7	65	2	44	4	58	15	271

*Includes complaints from Jews, Indians, Mexican-Americans, Catholics, Seventh-Day Adventists, etc.

**Includes complaints regarding types of assignment, hours of duty, suspensions, etc.

Total Complaints: 271

243 from Negroes	3 from Seventh-Day Adventists
8 from Jews	3 from Catholics
6 from Latin-Americans	1 from a Protestant
2 from Indians	1 from a Filipino
1 from a Chinese-American	1 from a Jehovah's Witness
1 from a person whose religion was not identified	1 from a Caucasian

APPENDIX B

TABLE I

COMPARISON OF SURVEYS OF FEDERAL EMPLOYMENT
CONDUCTED IN ATLANTA, GEORGIA,
JULY 31, 1960¹

	Committee Survey, All Agencies (Per Cent)	Committee Survey, 4 Agencies (Per Cent)
Percentage of Negro employment to total Federal employment	14.6	11.2
Percentage of Negroes employed in classification act positions in:		
Grades 1 through 4	85.9	97.4
Grades 5 through 9	12.8	1.3
Grades 10 through 18	1.3	1.3

¹

No new head counts were made for the Commission's Atlanta survey: this information is based on the survey as of July 31, 1960, conducted for the President's Committee on Government Employment Policy.

APPENDIX C

Holleman Addresses District N.A.A.C.P. - October 29, 1961.

Full implementation of the equal employment opportunity program means taking affirmative steps to eliminate discrimination at all levels, Assistant Secretary of Labor Jerry R. Holleman said in a speech prepared for delivery at the meeting of the District of Columbia branch of the N.A.A.C.P. Sunday, October 29, 1961.

Mr. Holleman, who is also Executive Vice Chairman of the President's Committee on Equal Employment Opportunity, emphasized that by "all levels" the Committee means "from the agency chief down to the lowest supervisory level."

The N.A.A.C.P. meeting was in the John Wesley A.M.E. Zion Church in Washington.

The speaker pointed out that Secretary of Labor Goldberg has taken positive steps toward broadening equal opportunity standards in apprenticeship programs by insisting on nondiscrimination clauses in apprenticeship standards. He cited, also, the actions of two international building trades unions and their cooperating contractors' organizations in adopting strong nondiscrimination standards for apprenticeship: in the electrical and bricklaying industries. Other unions are expected to adopt similar standards, he said.

Mr. Holleman reported that the President's Committee on Equal Employment Opportunity has received more than 500 complaints of discrimination in Federal Government employment during the six months of its existence, but carrying out the equal opportunity policy in government does not consist just of handling complaints; it also means making the equal opportunity policy work, he explained.

"We have not been content just with the enunciation of a policy and letting it go at that," he continued. "Sometimes the 'word' is apt to be a little slow getting out to the field. So the Committee, in co-operation with the Civil Service Commission, has been holding regional meetings to get the 'word' across. ... Jobs are opening up for minority group workers which never seemed to be available to them before. More than that, Negroes and other minority group members are taking Civil Service tests in areas where they never bothered to do so before. And for jobs they felt they could never aspire to before."

The speaker pointed out that, "Seeming inequities today may result from efforts to undo the inequities of the past."

"You cannot have equal opportunity under a 'last-hired, first-fired' employment system," he said. "You cannot bring into balance a Negro unemployment rate double that of whites without a stepped-up rate of hiring of Negroes. You cannot give a Negro a long overdue promotion without denying some other person that same promotion."

"To us there truisms are basic to the guarantee of equal employment opportunity. And yet, we must realize that there are those who would like to keep the status-quo--or even reverse it."

"There is a real demand for skilled workers in many industries today," Mr. Holleman pointed out, but "the great bulk of the million unemployed Negroes--and of the more than three million other unemployed for that matter--lack the necessary skills, the vital training to fill these jobs."

We have a situation where job and worker cannot be put together at a time when four and one-half million Americans are out of work," he continued.

"Denial of opportunity--educational and employment opportunity--in the past has played an important part in the development of this paradoxical situation today.

"There is an ever-improving opportunity for the trained, educated, skilled Negro worker today to get a job commensurate with his skill and education," the Labor Department official said.

"The condition of the under-utilized, under-employed members of minority groups cannot be reversed overnight," he declared, "but the opening of educational and skill improvement doors will provide new opportunity for 'fitting worker to job in this age of automation.'"

Following is a story told by Dr. Ross Clinchy, Special Assistant to the Executive Director, United States Civil Service Commission.

Dr. Clinchy, whose current Civil Service Commission responsibilities involve minority-group affairs in the Federal Service, is one of the Government's top authorities on this subject. From 1956 to 1961 he was Executive Director of the President's Committee on Government Employment Policy. Prior to that, he was a staff director for the National Conference of Christians and Jews.

The story, which is titled "The Federal Manager's Role in Democracy's 'Unfinished Business,'" is as follows:

A young Negro man, employed by a local Federal agency, recently came to me for help. Stating early in the conversation that he did not come with a complaint of discrimination, he went on to request certain information about employee organizations. In discussing the matter with him and furnishing the information I had to offer, I was highly impressed by his appearance, personality, and fluency in conversation. Wanting to learn more, I asked about his job, education, and background.

He worked for the Government as a machinist and drew good wages, he told me. To supplement his high school education, he had been taking extra courses, mostly accounting, in night school. He was most anxious to find an opportunity for advancement in the

white-collar field. Having taken the Federal Service Entrance Examination and distinguishing himself with a score in the mid-nineties, he had been interviewed for several vacancies but had been turned down in each case. However, he assured me, he was going to keep trying--to keep working hard, studying, and preparing himself for the opportunity he hoped would come along someday.

Long after he had left my office, I continued to think of him. There may have been in each of his job interviews valid reasons for his rejection. I did not know. Nevertheless, to me he was rather symbolic of the particular problem with which I have dealt over the past years: the frustrating experience of the Negro in Federal Service who has both the drive and necessary qualifications to advance rapidly, but who somehow goes through interview after interview in search of an open door to opportunity.

On the other hand, I have been around long enough to realize that neither he nor other members of his race suffer exclusively. Some of the 'majority group' have a hard time getting ahead, and occasionally other forms of discrimination (often exceedingly petty, yet just as exceedingly effective) can be blamed.

To be sure, over the years we have made much collective progress in creating a Federal Civil Service in which race, religion, national origin, and other nonmerit factors have no significance in our personnel actions. We can take pride in what we have accomplished, but we cannot rest on our laurels. The time has now come when we who are charged with managing, directing, and supervising the Federal work force must make that intensive all-out effort to assure that our human relations are above reproach. There are some urgent and compelling reasons for us and our entire organization to live up to our preachments--reasons of much later vintage than those of basic morality and public trust.¹

It is the belief of the writer that democracy offers the best hope for the dispossessed of the earth to find fulfillment. And though our American democracy has brought us to a place of world leadership, comfort, and power, we are brought up short and embarrassed by Task Number one in what has been called the "unfinished business of democracy"--solving the racial problems.

The insistent hopes of Negro-Americans, are in a sense a reflection of this "revolution of rising expectations."

If our concept of self-government and individual liberties cannot

1

U. S. Civil Service Commission, Civil Service Journal, Vol. 2, No. 2 (Washington: United States Government Printing Office, October-December, 1961), pp. 5-6.

accommodate the hopes and dreams of our own citizens, as well as of those around the world who look to Americans for inspiration and assistance, then we may well find ourselves surrounded by those who believe our promise to be empty and futile.